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Proposed programme budget for the biennium 2010-2011

Financing of the International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January and 31 December 1994

Strengthened and unified security management system for the United Nations standardized access control project

Sixteenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2010-2011

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the strengthened and unified security management system for the United Nations, containing revised estimates relating to the proposed programme budget for the biennium 2010-2011 under sections 3, 5, 7, 17, 18, 20, 21, 27, 28E, 28G, 33, 34 and 36 and the budget for the International Criminal Tribunal for Rwanda (A/64/532). During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. Pursuant to General Assembly resolution 59/294, the Secretary-General submitted two reports (A/60/695 and A/61/566) outlining the proposed scope, concept and revised course of action for standardized access control at all main

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locations of the Organization.[1] He proposed implementation of the standardized access control project in two phases: the first to ensure compliance with headquarters minimum operating security standards for perimeter protection and electronic access control (PACT I), and the second phase to provide for compliance with those standards with regard to defined layers of security within the perimeter (PACT II). In its resolution 61/263, the Assembly emphasized the need for a comprehensive safety and security policy framework at the United Nations that would provide the basis for threat and risk assessment, cooperation with the host countries, cost-sharing arrangements and operations of the Department of Safety and Security, and requested the Secretary-General to present such a framework to the Assembly at the first part of its resumed sixty-second session.

3. Following the events of 11 December 2007 in Algiers, the Secretary-General appointed an Independent Panel to evaluate and make recommendations on the safety and security of United Nations staff worldwide. The report of the Independent Panel was issued in June 2008. Subsequently, the Secretary-General requested the Department of Safety and Security to conduct a management review with a view to streamlining its security policies and procedures, which was completed in May 2009. Pending the outcome of the review, the Secretary-General decided to issue a preliminary proposed programme budget for the biennium 2010-2011 for section 34, Safety and security. He further decided to postpone the comprehensive report, and issued an interim report (A/63/605) addressing only those elements of security requiring immediate consideration and that were not likely to be affected by the outcome of the management review. The interim report also provided an update on the status of PACT I and a detailed strategy for PACT II. As noted in the current report of the Secretary-General (A/64/532), the General Assembly has not taken action on the interim report of the Secretary-General (A/63/605) or the related report of the Advisory Committee (A/63/769). The proposed programme budget for 2010-2011 for section 34, Safety and security (A/64/6 (Sect. 34)/Add.1), and the Advisory Committee's related report (A/64/7/Add.16) are also before the Assembly.

4. The report currently before the Advisory Committee (A/64/532) provides an update on the status of the implementation of the standardized access control project and revised estimates relating to the proposed programme budget for the biennium 2010-2011, drawing on the outcome of the report of the Independent Panel and the management review of the Department of Safety and Security. Section II of the report of the Secretary-General (A/64/532) updates the revised estimates previously provided in document A/63/605 for the implementation of PACT I and PACT II in the main locations of the United Nations. In section III, the Secretary-General proposes additional security requirements in specific locations.

[1] Headquarters and annex buildings in New York, the United Nations Office at Geneva, the United Nations Office at Vienna, the United Nations Office at Nairobi, the Economic Commission for Africa (ECA), the Economic Commission for Latin America and the Caribbean (ECLAC), the Economic and Social Commission for Asia and the Pacific (ESCAP), the Economic and Social Commission for Western Asia (ESCWA), the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia.

II. Standardized access control project

5. As indicated in paragraph 34 of the report of the Secretary-General, the first phase of the project was aimed at achieving compliance with headquarters minimum operating security standards relating to physical perimeter security through the use of vehicle barriers, electronic access cards, CCTV systems, alarms and intrusion detection systems and integrated central monitoring of access control systems. The second phase would ensure compliance with access control requirements through protection beyond the perimeter layer by incorporating multiple internal layers of protection related to doors, windows, roofs, conference and meeting rooms, critical infrastructure rooms, elevator cars, lobby controls, archival and storage areas and parking garages. The Advisory Committee notes that the second phase includes proposals for an enterprise network which would allow central access to limited real-time and forensic video from the duty stations and interoperability of access cards among offices.

6. The costs related to the implementation and operation of the standard access control project at Headquarters and offices away from Headquarters include initial investments and one-time costs as well as ongoing operating requirements, distributed among different budget sections. The Advisory Committee notes that the requirements for certain elements are not presented in the current report of the Secretary-General on revised estimates (A/64/532) but were incorporated under the relevant sections of the proposed programme budget for 2010-2011.[2] The resource requirements for the standardized access control project comprise the following cost components:

(a) Capital expenditures, proposed as revised estimates under section 33, Construction, alteration, improvement and major maintenance;

(b) Project management resources to monitor construction activities during the implementation phase of the project, proposed as revised estimates under section 34, Safety and security;

(c) Resources for additional information technology staff to support the operation of the standardized access control system, proposed as revised estimates under the relevant budget sections;

(d) Resources for additional Security Officers to strengthen capacity in connection with the establishment of round-the-clock control centres and the implementation of entry pass and identification systems at some offices away from Headquarters. These requirements, which were identified in the previous report (A/63/605), are included under section 34, Safety and security, of the proposed programme budget for 2010-2011, in document A/64/6 (Sect. 34)/Add.1;

(e) Maintenance and support costs, requirements for which are included under Section 33, Construction, alteration, improvement and major maintenance, of the proposed programme budget for 2010-2011 (see A/64/6 (Sect. 33)).

7. The Advisory Committee experienced some difficulties in its consideration of the report of the Secretary-General on revised estimates for the standardized access

[2] The requirements for the International Criminal Tribunal for Rwanda are proposed under its own budget (A/64/478) (see para. 9 of the present report). The costs at Vienna are to be shared by all the Vienna-based organizations (see para. 10 of the present report).

control project for the biennium 2010-2011. The report gives only a partial picture of the overall costs of the project, since the resource requirements for posts are split between different budget documents, as described above. Moreover, it is difficult to compare the resource requirements with those submitted in the previous report (A/63/605), which included resources for additional Security Officers. The Committee recognizes that resource requirements related to the access control project fall under different budget sections and that the approach adopted may have been rendered necessary by the particular circumstances surrounding the timing of the submission of the budget proposal for section 34, Safety and security (see para. 3 above). However, the Committee believes that further efforts could have been made to provide a comprehensive picture of the overall implementation and operating costs of the project, for information purposes, along with the revised estimates, in order to facilitate the consideration of the General Assembly of this item. In addition to the fragmented presentation of the costs of the project, the Committee notes that the Secretary-General did not provide an estimate of the future maintenance and support costs of the system, once it is fully implemented (see also para. 19 below).

8. **In its previous report (A/63/769, para. 5), the Committee had expressed its view that it was important to address the strengthening of security arrangements for the United Nations in an integrated manner. The General Assembly has also emphasized the need for a comprehensive safety and security policy framework at the United Nations (resolution 61/263, para. 5). The Committee considers that the further development of the access control system should be thought of as an integral part of the safety and security policy framework of the United Nations. In the future, resource requirements for access control should therefore be addressed in the context of the strengthening of the security management system requested by the Assembly in its resolution 61/263.**

9. The costs for the implementation of the standardized access control system at the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia (see para. 12 (c) below), as well as the additional requirements at other specific locations, are covered under their respective budgets. The Advisory Committee was informed that PACT II requirements for the International Criminal Tribunal for Rwanda, if approved, would be consolidated into its 2010-2011 budget at the time of decision on the initial appropriation.

10. The Advisory Committee notes that the requirements for the United Nations Office at Vienna are to be shared among the four organizations based in Vienna, namely, the United Nations Office at Vienna, the International Atomic Energy Agency, the United Nations Industrial Development Organization and the Comprehensive Nuclear-Test-Ban Treaty Organization.

A. Standardized access control project, phase I (PACT I)

11. In paragraphs 10 to 17 of his report, the Secretary-General provides information on the status of implementation and procurement activities, as well as the actual costs of phase I of the standardized access control project, which involved a total of 10 locations, including United Nations Headquarters at New York, offices away from Headquarters, the International Criminal Tribunal for Rwanda and the

International Tribunal for the Former Yugoslavia. A summary of proposed and actual costs, by location, is provided in table 1 of the report of the Secretary-General.

12. The Advisory Committee notes that procurement exercises were completed successfully in all locations except in the Economic and Social Commission for Western Asia (ESCWA), and that the implementation of PACT I has been completed during the current biennium at all locations except at:

(a) The Economic Commission for Africa (ECA), where it is expected to be completed by June 2010;

(b) ESCWA, where it was not implemented owing to the absence of qualified bidders. However, both phases of the access control project are to be undertaken as one initiative in 2010-2011. As indicated by the Secretary-General, the implementation of the full standardized access control project is deemed particularly crucial for ESCWA, as it is the only main duty station with a threat level at security phase II;

(c) The International Tribunal for the Former Yugoslavia, where it was decided not to continue with the project in view of the impending closure of the Tribunal. Consequently no further resources are proposed for either PACT I or PACT II for the International Tribunal for the Former Yugoslavia.

13. In his previous report, the Secretary-General stated that substantial maintenance requirements would begin in 2010 for the first phase (PACT I) and in 2011 for the second phase (PACT II) (see A/63/605, para. 51). Full maintenance costs are applicable in the second year following project completion, as general warranty and guarantee coverage are provided under the construction contract for the first year after implementation.

14. The Secretary-General further indicated that maintenance costs for the project at Headquarters, which was implemented earlier than at other duty stations, in 2006-2007, had already been included in the programme budget for 2008-2009 under section 32 and formed the basis for the budget for subsequent bienniums. Upon enquiry, the Committee was informed that maintenance requirements for PACT I were included in the proposed programme budget for 2010-2011 under section 33, Construction, alteration, improvement and major maintenance. The amounts are detailed in table 1 below.

Table 1

Maintenance requirements for the first phase of the standardized access control project included in the proposed programme budget for 2010-2011

(United States dollars)

Location	*Amount*
Geneva	1 709 000
Nairobi	580 000
ECA	120 000
ECLAC	660 000

Location	*Amount*
ESCAP	190 000
Vienna[a]	51 800
Total	**3 310 800**

[a] Regular budget share of Vienna is $51,800. Total costs to be shared by the entities in Vienna amount to $235,900.

B. Standardized access control project, phase II (PACT II)

15. An estimate of the requirements for PACT II for the biennium 2010-2011 is set out in table 5 of the report of the Secretary-General. Additional requirements for 2010-2011 amount to $45.3 million, comprising $40.2 million under the regular budget, $3.2 million for the Vienna-based organizations, to be funded on a cost-sharing basis, and $1.9 million for the International Criminal Tribunal for Rwanda. The overall amount of $45.3 million would provide for implementation of PACT I and PACT II at ESCWA, and PACT II security enhancements at the remaining duty stations, except the International Tribunal for the Former Yugoslavia, for which no resources are proposed (see para. 12 (c) above).

16. A synopsis of the security enhancement projects related to phase II of the access control project, by duty station, is provided in table 2 of the report of the Secretary-General. The enhancements are mainly related to intrusion detection, video surveillance, access control and infrastructure improvements. The Advisory Committee notes from paragraph 22 of the report that, in addition to the security enhancements set out in table 2, the Secretary-General envisages a global security infrastructure project for the implementation of a wide-area network and a standard security operating system, which would allow connectivity of video and access authorizations between Headquarters and other major duty stations. The project would be implemented by the PACT team in cooperation with the Office of Information and Communications Technology. Table 3 of the report of the Secretary-General provides a summary of PACT II capital requirements for 2010-2011 by location and type of expenditure. The Advisory Committee notes that overall capital expenditures are estimated at some $39.8 million, including $10.1 million for the global security network.

17. Table 5 of the report of the Secretary-General provides a summary of the resources required for the implementation of PACT II in the biennium 2010-2011 by duty station, with a breakdown of requirements for capital expenditures, project management and posts. Details on post requirements by location and function are provided in table 4. A total of 20 posts are proposed, comprising 16 for information technology functions and 4 additional Security Officer posts. As indicated in paragraph 26 of the report, one Information Technology Officer at the P-3 level and one General Service (Other/Local level) are proposed at each duty station, to manage and maintain the technology infrastructure for standardized access control. In addition, it is proposed to provide general temporary assistance for construction management services for PACT II implementation equivalent to one position at the P-4 level for the biennium 2010-2011 at each duty station except Headquarters (see A/64/532, para. 24). As indicated above, resources for additional security staff required to strengthen capacity as a result of the implementation of PACT I

initiatives are proposed under section 34, Safety and security, of the proposed programme budget for the biennium 2010-2011 (A/64/6 (Sect. 34)/Add.1). However, four additional Security Officers for the International Criminal Tribunal for Rwanda are proposed in the current report as they are not covered in the proposals under section 34.

18. Table 2 below provides a summary of posts proposed in the previous report of the Secretary-General (A/63/605) compared with the staffing proposals in the current reports (A/64/6 (Sect. 34)/Add.1 and A/64/532), by duty station.

Table 2

Summary of posts proposed, by duty station, as presented in the previous report of the Secretary-General (A/63/605) and the current reports (A/64/6 (Sect. 34)/Add.1 and A/64/532)

	A/63/605		*A/64/6 (Sect. 34)/Add.1*		*A/64/532*		*Total A/64/6 (Sect. 34)/Add.1 and A/64/532*	
	Professional	*Local or GS*	*Professional*	*Local or GS*	*Professional*	*Local or GS*	*Professional*	*Local or GS*
Geneva	1	1	—	—	1	1	1	1
Nairobi	2	10	1	9	1	1	2	10
ECA	2	9	1	8	1	1	2	9
ECLAC	1	8	—	7	1	1	1	8
ESCAP	1	6	—	5	1	1	1	6
ESCWA	1	8	—	7	1	1	1	8
Vienna	—	—	—	—	—	—	—	—
Jointly financed activities	1	1	—	—	1	1	1	1
International Criminal Tribunal for Rwanda	1	5	—	—	1	5	1	5
Total	**10**	**48**	**2**	**36**	**8**	**12**	**10**	**48**

19. Upon enquiry, the Advisory Committee was provided with the estimates summarized in table 3 for the overall future maintenance requirements for both PACT projects for the biennium 2012-2013. The Committee was informed that the estimates were established on the basis of proposals for maintenance services provided by bidders, as part of their response to the request for proposals for the initial phase of the project. **The Advisory Committee considers that the maintenance requirements should have been submitted with the proposals of the Secretary-General.**

Table 3

Estimated maintenance costs of the standardized access control project in 2012-2013

(United States dollars)

Location	*Amount*
Geneva	3 626 400
Nairobi	1 236 000
ECA	826 000

Location	*Amount*
ECLAC	980 000
ESCAP	890 000
ESCWA	1 000 000
Vienna[a]	127 800
International Criminal Tribunal for Rwanda	295 200
Total	**8 981 400**

[a] Regular budget share of Vienna is $127,800. Total costs to be shared by the entities in Vienna are $453,400.

Recommendations

20. **The Advisory Committee is of the view that security enhancements should be prioritized and implemented in a phased manner during the upcoming biennium. It recommends that the standardized access control project should be implemented during the biennium 2010-2011 at ESCWA, the United Nations Office at Nairobi and ECA. The requirements for PACT II security enhancements in the remaining duty stations (the United Nations Office at Geneva, the United Nations Office at Vienna, the Economic Commission for Latin America and the Caribbean, the Economic and Social Commission for Asia and the Pacific and the International Criminal Tribunal for Rwanda) should be reviewed and prioritized during 2010-2011, taking into account the lessons learned and experience acquired in the initial implementation. The revised requirements should be submitted in the context of the budget proposals for the biennium 2012-2013. Accordingly, the Committee recommends that the post and non-post resources proposed for the implementation of PACT II during 2010-2011 be adjusted to reflect the prioritized and phased approach outlined above.**

21. The Advisory Committee notes that a quarter of the proposed capital expenditures are required for the global security network. **The Committee is not convinced that it is indispensable to provide real-time video connectivity between Headquarters and other major duty stations at this time. Accordingly, the Committee recommends that the implementation of that functionality be reviewed during the upcoming biennium, in the light of the impact of the initial implementation of PACT I and PACT II.**

22. **As regards the posts proposed for supporting access control information technology systems, the Advisory Committee recommends that the overall requirement for 16 posts should be reviewed in the light of the recommendations of the Committee above concerning the real-time video connectivity and the need for a prioritized and phased implementation of PACT II security enhancements. Furthermore, the Committee considers that the staffing requirements for supporting access control information technology systems should also be reviewed in the context of the overall capacity of information technology staffing resources at each duty station, in coordination with the Office of Information and Communications Technology, with the intention of achieving efficiencies and absorbing those functions within existing capacity.**

23. **The Advisory Committee also recommends that the additional security staff proposed in relation to the PACT projects under section 34, Safety and security, of the proposed programme budget for 2010-2011 in document A/64/6 (Sect. 34)/Add.1 be reviewed in the light of the above recommendations.**

24. **The Advisory Committee further recommends that any posts approved should be established on a temporary basis, to expire at the end of the biennium 2010-2011 unless specifically re-authorized by the General Assembly in the context of the proposed programme budget for the biennium 2012-2013.**

III. Additional requirements in specific locations

25. The report of the Secretary-General outlines additional security requirements in specific locations, unrelated to PACT projects, as follows:

(a) *Office of the United Nations Special Coordinator for the Middle East Peace Process* (see A/64/532, paras. 36-39). It is proposed to augment the capacity of the close protection team in order to provide full close protection coverage for the Special Coordinator and his Deputy. Additional resources in the amount of $975,000 are proposed under section 3, Political affairs, of the proposed programme budget for the biennium 2010-2011 to provide for an additional eight posts, including 3 Field Service officers and 5 Local level staff. The Committee has commented on the issue of close protection in its report on the proposed programme budget for section 34, Safety and security, for the biennium 2010-2011 (A/64/7/Add.16). **The Committee recommends approval of the proposals of the Secretary-General.**

(b) *United Nations Truce Supervision Organization* (UNTSO) (see A/64/532, paras. 40-44). Additional resources in the amount of $864,000 are proposed under section 5, Peacekeeping operations, for the biennium 2010-2011 to provide for four additional international Security Officers to supplement the two Security Officers currently allocated to protect the UNTSO Chief of Staff and to establish a six-person personal protection team, as well as costs for equipment and training. The Advisory Committee notes that these additional requirements would be deployed only if authorization is obtained from the host country for international Security Officers to carry United Nations-issued weapons. **Pending obtainment of the necessary authorization, the Committee recommends against approval of the proposals of the Secretary-General.**

(c) *International Court of Justice* (see A/64/532, paras. 45-50). Additional resources in the amount of $470,600 are proposed under section 7, International Court of Justice, for the biennium 2010-2011 to provide for four additional posts (1 P-3 and 3 General Service (Other level)) to supplement the existing team of two Security Officers (General Service (Other level)), in connection with the increased threat of a terrorist-related event. **The Committee recommends approval of one additional General Service (Other level) post.**

(d) *Department of Public Information* (see A/64/532, paras. 51-57). Additional resources in the amount of $199,500 are proposed under section 27, Public information, for the biennium 2010-2011 to provide for strengthened security of United Nations information centre premises in compliance with the prevailing minimum operating security standards. **The Committee recommends approval of the proposals of the Secretary-General. It encourages the Secretary-General to**

pursue discussions with host Governments with a view to securing their support for security requirements at United Nations information centres at no additional cost to the United Nations (see A/63/767, para. 20 (d)).

IV. Conclusion and recommendations

26. **The Advisory Committee recommends that the summary of resource requirements for 2010-2011, as set out in section IV of the report of the Secretary-General, be adjusted to take into account its recommendations in paragraphs 20-23, 25 (b) and 25 (c) above, and be provided to the General Assembly at the time of its consideration of this item.**

27. **The Advisory Committee further recommends that the General Assembly approve the additional resources requested in paragraphs 60 (a) to 60 (d) of the report of the Secretary-General, subject to its recommendations in paragraphs 20-23, 25 (b) and 25 (c) above.**

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Financing of the International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January and 31 December 1994

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Sixteenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2010-2011

Corrigendum

Paragraph 24

For the existing text *substitute*

24. **The Committee further recommends that any posts approved should be funded through general temporary assistance.**

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Proposed programme budget for the biennium 2010-2011

Section 34, Safety and security

Seventeenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2010-2011

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the addendum to section 34, Safety and security, of the proposed programme budget for the biennium 2010-2011 (A/64/6 (Sect. 34)/Add.1). During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Advisory Committee recalls that in document A/64/6 (Sect. 34), the Secretary-General submitted a preliminary proposed programme budget for section 34 of the regular budget and the gross budget for jointly financed activities, pending the completion of the comprehensive management review of the organization of the Department of Safety and Security that was recommended in June 2008 by the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide and the submission of the response of the United Nations System Chief Executives Board for Coordination to the recommendations of the Independent Panel.

3. As the Secretary-General indicates in paragraph 34.5 of his additional report (A/64/6 (Sect. 34)/Add.1), the above-mentioned management review of the Department has now been completed. The full budget proposal has been informed by the outcome of that review, which is discussed in greater detail in section II below. The proposal also revisits some of the issues raised by the Secretary-General in his earlier report on a strengthened and unified security management system for the United Nations, which was submitted to the General Assembly at its sixty-third session but on which no action was taken (see A/63/605 and the related report of the Advisory Committee in document A/63/769).

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4. The Advisory Committee notes that a separate report on revised estimates relating to the programme budget for 2010-2011 in respect of the standardized access control project (known, in its two phases, as PACT I and PACT II) and additional security requirements in specific locations not included under section 34 has been submitted by the Secretary-General in document A/64/532. The Committee's comments and recommendations on those proposals are contained in its report on that subject (A/64/7/Add.15).

5. Upon enquiry, the Advisory Committee was informed that, in addition to the proposed programme budget for section 34 and the aforementioned revised estimates, additional resource requests for safety and security would be forthcoming during the sixty-fourth session of the General Assembly. As indicated by the Secretary-General in his remarks to the General Assembly on 30 October 2009, those requests relate specifically to the establishment of a victim support fund, the establishment of an emergency fund to assist the Department of Safety and Security to meet its new demands and the expansion beyond the current level of $1 million of the authority of the Secretary-General to undertake new financial commitments in times of crisis. **While recognizing that it was necessary to delay submission of the full budget proposal until after the completion of the management review, and also acknowledging the need for the Department to be able to respond to unforeseen events, the Advisory Committee is concerned about additional requirements still to come. The Committee expects that the additional resource requests for safety and security will be submitted to the General Assembly at the earliest opportunity**.

6. The Advisory Committee recalls General Assembly resolution 62/236, in which the Assembly requested the Secretary-General, for all future proposed programme budgets, to take the necessary steps to avoid a piecemeal approach to the budget process and to ensure the fullest possible picture of the Organization's requirements for future bienniums.

II. Management review of the Department of Safety and Security

7. As indicated above, during the summer of 2009 the newly appointed Under-Secretary-General for Safety and Security, in response to a key recommendation of the Independent Panel, conducted an internal management review of the Department of Safety and Security, including its structure, operational priorities, staffing and procedures, with a view to better defining roles and responsibilities, with clear lines of accountability, and identifying work methods and organizational structures that favour the field. In paragraph 34.6 of the budget document, the Secretary-General states that the internal management review identified a large number of tasks that the Department has assumed by virtue of its title and widespread assumptions about what a department of safety and security should manage, irrespective of the fact that many such tasks were not originally anticipated or explicitly mandated. He further states that the Department has not, to date, received the proper resources to undertake those tasks. Accordingly, the aim of the review was to clarify the expected achievements of the Department and the related resource implications and, drawing on the report of the Independent Panel and on other findings emanating

from sources outside the Department, to put forward suggestions designed to strengthen the management of the security function within the United Nations.

8. The Advisory Committee was provided with a copy of the management review. That document sets out a new strategic vision for the Department of Safety and Security, the main features of which are:

(a) The Department of Safety and Security will provide worldwide security leadership for Secretariat entities and United Nations agencies, funds and programmes;

(b) The unified structure of the Department must implement sound, well-designed and valuable security programmes and policies throughout a highly decentralized United Nations system;

(c) The headquarters of the Department must be a lean and capable security organization providing guidance, policy, training, risk assessments and other security products that United Nations system organizations and security coordinators are able to leverage effectively in order to ensure the delivery of security to their various constituents;

(d) There must be scrupulous coordination of and collaboration on security programmes and policies at all relevant organizational levels;

(e) Policies and procedures based on risk analysis as opposed to risk avoidance must be the security measure for United Nations operations if critical programmes are to continue in environments where provision of security is a challenge;

(f) Security policies, programmes and recommendations must be based on transparent and justifiable security methodologies, designed to find ways for United Nations programmes to remain in countries and succeed in their missions. A common and fully coordinated framework of accountability will provide realistic guidance on security roles and responsibilities;

(g) The above-mentioned capacities will be developed using an evolutionary approach, thereby ensuring that additional resources are properly absorbed and utilized and are recalibrated against actual requirements;

(h) There is a need for effective oversight of the implementation of policies and programmes in c der to ensure accountability, which requires the Department to balance strategic oversight with the provision of deployable additional resources when a local situation demands further support;

(i) When resources are depleted owing to surge deployments, it is incumbent on the Department to identify ways to prioritize the remaining resources, including through support from the broader United Nations security management network, so as to ensure that it is still able to respond in the event of additional, unforeseen operational requirements.

9. In order to translate the strategic vision into reality, the management review document identifies a number of key areas that require strengthening. They can be summarized as follows:

(a) Managerial capacity: a stronger Office of the Under-Secretary-General; a dedicated internal information and communications technology and information

management support structure; and a more coherent and holistic approach to human resources management;

(b) Headquarters operational support to the field: enhanced threat and risk assessment; more effective management and desk support of field activities; improved technical field support activities (critical incident and stress management, crisis management, training, aviation risk management, and compliance, investigations and monitoring); and better coordination of close protection;

(c) Field operations capacity: increased deployment of field officers; establishment of threat and risk assessment and security analysis capacity in the field, and greater coordination of the Safety and Security Services worldwide.

10. The Advisory Committee addresses the specific resource requirements for each of these areas in section III below. At the outset, however, the Committee wishes to make some general comments and observations on issues arising from the management review and on its relationship to the budget proposals submitted by the Secretary-General.

11. As the Secretary-General indicates in paragraph 34.1 of the budget document, the purpose of the Department is to enable the safest and most efficient conduct of the programmes and activities of the United Nations system by providing strategic leadership, operational support and oversight of the United Nations security management system. The Advisory Committee notes that the management review stresses the role of the Department of Safety and Security as a facilitator of the work of the Organization on the ground. **The Advisory Committee appreciates this approach and the focus on the selective reinforcement of key enabling functions to enhance the delivery of safety and security services to the United Nations system, as well as the emphasis on the development of the Department as a central, lean, transparent and efficient organization**. The Committee notes, in this regard, that the management review advocates an "evolutionary" approach to the development of the Department and, as such, does not propose any substantial changes to its established organizational structure. Upon enquiry, the Committee was informed that the existing organizational structure was largely adequate.

12. **In the Advisory Committee's view, while the management review identifies weaknesses in the Department and puts forward a number of suggestions designed to remedy them, it does not sufficiently develop those remedial measures (see paras. 18-20 below). In addition, although the budgetary proposals of the Secretary-General are based on the findings of the management review, the budget document does not include a comprehensive plan for the implementation of those findings, nor does it indicate their relative priority.**

13. **The Advisory Committee also points out that a number of issues raised by the Independent Panel are not addressed by the management review**. Other than a brief reference to the establishment of the Executive Group on Security and an expression of support for the Panel's recommendation that a post of Assistant Secretary-General for Safety and Security be established (see paras. 35 and 36 below), the review does not address the broader question of managerial responsibility for and organizational leadership of safety and security. The Independent Panel states, inter alia, that in order to enhance the culture of security across the whole United Nations system, the Under-Secretary-General for Safety

and Security should have direct and frequent access to the Secretary-General and the Executive Heads of agencies who, likewise, need to incorporate security as a strategic consideration in their policy planning. **The Committee would have expected to see a detailed description of the existing system-wide architecture for leadership, coordination and accountability in the area of security and safety, an analysis of its effectiveness and, where appropriate, concrete proposals for measures to strengthen it. The Committee would also have liked to see in the management review some reference to the comments and recommendations of the Independent Panel on the public image of the United Nations and its implications for security.**

14. **On a related matter, the Advisory Committee believes that, given both the principle of "no programme without security" and the organizational imperative for managerial responsibility, a clear delineation of roles and responsibilities for safety and security, especially in the field, is crucial. The management review refers only briefly to the principal instrument for establishing such roles and responsibilities, namely, the framework for accountability for the United Nations security management system, which was initiated in 2002 and taken note of by the General Assembly in its resolution 61/263 (for the text of the framework, see A/61/531, annex I).** Upon enquiry, the Advisory Committee was informed that, in August 2009, the Inter-Agency Security Management Network had reviewed and revised the framework. The revised version, which not only included a greater number of actors in the security management system but also provided greater clarity on the issue of accountability, had been endorsed by the High-level Committee on Management and subsequently approved by the Chief Executives Board. It would be submitted to the General Assembly at its sixty-fourth session for approval. **The Advisory Committee expects that the revised framework for accountability will be submitted to the General Assembly at the earliest opportunity.**

15. Another important issue discussed by the Independent Panel — and subsequently taken up by the Steering Committee on Safety and Security of the High-level Committee on Management — but not addressed in the management review is the proposed replacement of the current security phase system with a new, threat-focused concept for a security level system. Upon enquiry, the Advisory Committee was informed that the changes suggested by the Steering Committee were designed to ensure that security levels in a given location were determined solely on the basis of security considerations and that the new system would serve both to increase staff awareness of the level of threat at a particular duty station and to initiate actions to address the threat. At its spring 2009 session, the Chief Executives Board had endorsed the changes proposed by the Steering Committee and requested the Department of Safety and Security to lead a project group to develop a structured threat assessment methodology, as well as descriptors and definitions for the proposed security level system. The new system, as well as a new set of guidelines for determining acceptable risk, had been pilot tested in five locations. The results of the pilot project were being reviewed and would be presented to the Steering Committee by the end of December 2009. The Committee was further informed that, according to the Chief Executives Board, the proposed changes reflected the desired shift in institutional mindset from a "when to leave" to a "how to stay" approach to security management. **The Advisory Committee**

welcomes this approach and looks forward to the results of the pilot project and the ensuing proposals from the Department of Safety and Security.

16. The Advisory Committee also recalls that, in its report, the Independent Panel recommended that the feasibility of establishing regional security and safety hubs be assessed. Although the management review does refer to that recommendation, it concludes that, in view of the major restructuring that the initiative would entail, as well as the high set-up costs and the fact that the recommendation appears to be at odds with the new strategic vision of a lean and coordinated management structure, the establishment of regional hubs will not be pursued at the current time. Upon enquiry, the Advisory Committee was informed that the Under-Secretary-General for Safety and Security was not in favour of adding a further management layer to the structure of the Department and that, at a time of budgetary restraint, the resources needed for such a project would be put to better use in areas of higher priority.

17. Notwithstanding the foregoing, the Secretary-General is proposing the establishment, on a pilot basis, of a 12-person regional technical support team in Nairobi to provide counselling, training, compliance and investigation services for Africa and, in emergency situations, the Middle East. The Advisory Committee notes that managerial responsibility and thus accountability for the services will remain with the Department of Safety and Security at Headquarters, and that the pilot scheme will be evaluated throughout the biennium 2010-2011. If it proves viable, the Secretary-General will present a proposal to establish technical services in other regional centres commencing in the 2012-2013 biennium. **The Advisory Committee looks forward to receiving an evaluation of the effectiveness of the pilot project in the context of a future submission**. The Committee's comments and recommendations on the specific resources for the project are set out in paragraphs 34, 65 and 66 below.

18. **As noted in paragraph 11 above, the management review advocates an "evolutionary" approach to the development of the Department of Safety and Security. As such, some of the proposals contained therein, and the related resource requirements set out in the budget document, should, in the view of the Committee, be regarded as "works in progress"**. For instance, the management review identifies a number of shortcomings in the current human resources strategy of the Department in areas such as the identification, recruitment, deployment, retention, development and career planning of personnel both at Headquarters and in the field. Paragraphs 34.102 to 34.104 of the budget document take up this issue, and refer to the Department's intention to undertake a holistic and comprehensive review of its human resources requirements. Upon enquiry, the Advisory Committee was informed that a working group had been established for that purpose by the Department, and a consultant (or consulting firm) with specific expertise would be engaged to assist. The working group would review best practices from both within and outside the United Nations system in order to develop a human resources strategy that would serve the Organization for the coming decade and beyond. It was envisaged that the review process would take between 12 and 18 months. The Advisory Committee's comments on the specific post and non-post requirements connected with the review are set out in paragraphs 70, 71 and 75 below.

19. **Given the new contractual arrangements and the newly harmonized conditions of service for the United Nations system, as well as other ongoing human resources reforms within the Organization, the Advisory Committee urges the Department, during the course of its human resources review, to liaise closely with the Office of Human Resources Management and, where appropriate, the Department of Field Support to ensure that any proposed modifications to current policies and practices are in line with measures that have already been taken Organization-wide. Detailed information on the findings of the human resources review, as well as any related resource requests, should be submitted as part of the proposed programme budget for 2012-2013.**

20. The management review also alludes to the need, over the coming biennium, for substantial reform of the Safety and Security Services worldwide, which are now staffed by over 1,000 officers and account for more than 50 per cent of the Department's budgetary resources, in order to achieve greater standardization of operations and to ensure that human and financial resources are used more effectively and transparently. According to the management review, the reform will focus on the introduction of management metrics that will allow managers to utilize standard performance tools designed to ensure that personnel and operational costs in the various duty stations are as transparent and readily comparable as possible. In paragraphs 34.34 and 34.35 of the budget document, the Secretary-General refers briefly to this issue, stating, inter alia, that the Services must implement new management tools to ensure that personnel and funds are utilized where the need is greatest. Upon enquiry, the Advisory Committee was informed that a number of measures, including the establishment of a robust information management capability (see paras. 62-64 below); the provision of additional analytical capacity (see paras. 47-56 below); the standardization of equipment; the development of a global and coordinated safety and occupational health strategy; as well as the development of contingency procedures for dealing with unforeseen emergencies and crises, early warning indicators and standard operating procedures geared towards the promotion of responsibility and accountability at all levels, would be progressively implemented with a view to achieving that aim. **The Advisory Committee expects that updated information on progress made with the management reform of the Safety and Security Services worldwide will be provided in future budget submissions. In this connection, the Committee stresses that the Department should take maximum advantage of available electronic tools, in particular the standardized access control system (see A/64/7/Add.15), to enhance safety and security services. Any future human resources requests for the Safety and Security Services worldwide should take relevant developments into account.**

21. The Advisory Committee's specific recommendations on the post and non-post resources requested by the Secretary-General in the budget document are contained in section III below. **In formulating its recommendations, the Advisory Committee has adopted a prudent approach to the above-mentioned "evolutionary" concept, bearing in mind that a number of the measures outlined in the management review are still at a very early stage of development and will, in all likelihood, require further attention in coming bienniums. In this connection, the Committee is also of the view that efforts to strengthen the Department should focus not only on expanding capacity but**

also on enhancing the quality of existing capacity. The Committee recommends that the Secretary-General submit a detailed update on progress made in strengthening the Department as part of the first performance report.

22. **The Advisory Committee stresses the primary role of the General Assembly in defining the mandate and policies governing the activities of the Department of Safety and Security.**

III. Proposed programme budget for 2010-2011 for section 34, Safety and security

23. The Advisory Committee notes that the overall resources required for the biennium 2010-2011 under the regular budget for section 34, including the United Nations share of the jointly financed safety and security costs (see paras. 25 and 26 below), amount to $247,113,900 before recosting, reflecting an increase of $39,188,000, or 18.8 per cent, over the revised appropriation for the biennium 2008-2009. According to the Secretary-General, the growth is the result of the additional resources recommended subsequent to the management review and of the delayed impact of the additional seven posts approved by the General Assembly in the biennium 2008-2009 for crisis management. The delayed impact of the proposals for the biennium 2012-2013 for the regular budget is estimated at $17,077,400, comprising the delayed impact of the proposed new regular budget posts ($11,807,200) and the regular budget share of the proposed new jointly financed posts ($5,270,200).

24. The Advisory Committee further notes from table 34.6 of the Secretary-General's report that the full budget request for section 34 amounts to $449,566,500 before recosting, reflecting an increase of $67,227,800, or 17.6 per cent, over the appropriation for the biennium 2008-2009.

25. In paragraph 34.10 of his report, the Secretary-General indicates that, given the dual responsibility of the Department to provide, on the one hand, for the safety and security of staff, delegates and visitors at the main locations of the United Nations and, on the other hand, for the safety and security of the United Nations system operations in the field, the Department's activities are financed both from the regular budget and on a cost-sharing basis with other organizations covered by the security management system in the field. With regard to the gross budget for jointly financed activities, the financial responsibility of each participating organization is based on its proportional share of the personnel operating in the field. Following the recommendation of the General Assembly in its resolution 61/263, the High-level Committee on Management agreed that field-related security costs would be apportioned on the basis of the actual percentage of staff, based on data from the Chief Executives Board. Upon enquiry, the Advisory Committee was informed that, on the basis of census data as at 31 December 2007, the United Nations share of the gross budget for jointly financed activities for the biennium 2010-2011 currently stood at 26.13 per cent. The increase over the previous biennium's share of 23.79 per cent was due to the increase in the number of United Nations field-based staff. The Committee was further informed that the Chief Executives Board was currently finalizing the census data as at 31 December 2008; the resulting figures would be used to determine the final United Nations share of the 2010-2011 budget. **The Advisory Committee reiterates its view that cost-sharing arrangements for**

field-related security activities are important to ensure that all concerned share both ownership of and accountability for the system.

26. The Advisory Committee notes that the overall resources required for the biennium 2010-2011 for the gross budget for jointly financed activities amount to $260,959,500 before recosting, reflecting an increase of $37,513,000, or 16.8 per cent, over the revised appropriation for the biennium 2008-2009. The delayed impact of the proposed new posts for the biennium 2012-2013 for the gross budget for jointly financed activities is estimated at $20,247,800.

27. In paragraph 34.13 of his report, the Secretary-General indicates that regular budget and jointly financed resources will be supplemented by extrabudgetary resources estimated at $16,811,600, derived from (a) the support account for peacekeeping operations; (b) reimbursement for the security and safety services provided to the United Nations funds and programmes; and (c) extrabudgetary funding earmarked by donors to support urgently required security measures.

28. **With regard to the presentation of the budget document, the Advisory Committee is of the view that many of the resource requests could have been better justified. Relevant statistical information would have been especially useful**. With particular reference to the Secretary-General's staffing proposals, the Committee was provided, upon request, with a table showing the total number of security posts approved for 2008-2009, the number proposed for 2010-2011 and their locations (see annex I). **The Advisory Committee recommends that the Secretary-General include in future budget proposals detailed information on existing and proposed staffing levels, as well as descriptions of the functions of existing posts, so as to allow readers to make fully informed decisions on the need for additional capacity**.

A. Comments and recommendations on posts

29. The following table summarizes the regular budget and jointly financed posts approved for the biennium 2008-2009, as well as the Secretary-General's proposals regarding regular budget and jointly financed posts for 2010-2011. The table also shows the extrabudgetary posts proposed for 2010-2011. A detailed organization chart for the Department showing the proposed post distribution for 2010-2011 can be found in annex II to the present report.

Proposed staffing resources

	Posts	*Level*
Regular budget		
Approved posts for the biennium 2008-2009	943	1 USG, 2 D-2, 2 D-1, 9 P-5, 17 P-4, 19 P-3, 6 P-2/1, 8 GS (PL), 172 GS (OL), 300 SS, 407 LL
Proposed posts for the biennium 2010-2011	1 186	1 USG, 1 ASG, 1 D-2, 2 D-1, 11 P-5, 24 P-4, 28 P-3, 7 P-2/1, 8 GS (PL), 189 GS (OL), 326 SS, 588 LL
New	243	2 P-5, 7 P-4, 9 P-3, 1 P-2/1, 17 GS (OL), 26 SS, 181 LL

	Posts	*Level*
Conversions	113	20 GS (OL), 32 SS and 61 LL for conversion from temporary to established posts
Reclassification	1	D-2, Office of the Under-Secretary-General, to ASG level
Gross budget for jointly financed activities		
Approved posts for the biennium 2008-2009	847	1 D-2, 1 D-1, 36 P-5, 157 P-4, 99 P-3, 6 P-2/1, 3 GS (PL), 25 GS (OL), 125 SS, 369 LL
Proposed posts for the biennium 2010-2011	999	1 D-2, 2 D-1, 39 P-5, 230 P-4, 129 P-3, 6 P-2/1, 5 GS (PL), 27 GS (OL), 160 SS, 400 LL
New	152	3 P-5, 73 P-4, 30 P-3, 1 P-2/1, 1 GS (PL), 3 GS (OL), 10 SS, 31 LL
Conversions	25	25 SS for conversion from temporary to established posts
Reclassifications	2	P-5, Division of Regional Operations, to D-1 level; GS OL), Field Support Service, to GS (PL)
Redeployment	1	P-2, Field Support Service, to Division of Regional Operations
Extrabudgetary		
Proposed posts for the biennium 2010-2011	54	1 P-5, 11 P-4/3, 1 P-2/1, 29 GS (OL), 12 SS

Abbreviations: USG, Under-Secretary-General; ASG, Assistant Secretary-General; GS, General Service; PL, Principal level; OL, Other level; SS, Security Service; LL, Local level.

30. The resource estimates for the 1,186 posts proposed under the regular budget amount to $153,322,700 before recosting, reflecting an increase of $19,851,300, or 14.9 per cent, over the resources appropriated for 2008-2009. A net total of 243 additional posts are sought for the biennium 2010-2011. One upward reclassification, from the D-2 to the Assistant Secretary-General level, is also proposed, as well as the conversion of 113 temporary posts to established posts. The additional posts proposed can be broken down as follows:

(a) Six posts under executive direction and management;

(b) Two hundred and twenty-eight posts under subprogramme 1, Security and safety coordination, including three in the Protection Coordination Unit, one in the Division of Headquarters Security and Safety Services and 224 in the Security and Safety Services of regional headquarters and regional commissions;

(c) Nine posts under subprogramme 2, Regional field coordination and support, component 2, Field support, including four in the Crisis Management Support Unit and five to support information management activities.

31. The resource estimates for the 999 posts proposed under the gross budget for jointly financed activities amount to $187,267,200 before recosting, reflecting an

increase of $22,583,400, or 13.7 per cent, over the resources appropriated for 2008-2009. A net total of 152 additional posts are sought for the biennium 2010-2011. Two upward reclassifications, one from the P-5 to the D-1 level and one from the General Service (Other level) to the General Service (Principal level), as well as one redeployment, and the conversion of 25 temporary posts to established posts, are also proposed. The additional posts proposed can be broken down as follows:

(a) Ten posts under subprogramme 1, Security and safety coordination;

(b) One hundred and twenty-six posts under subprogramme 2, Regional field coordination and support, component 1, Regional field operation coordination, including 20 posts for threat and risk assessment at Headquarters and in the field, 10 posts in the Division of Regional Operations, 61 posts for field security officers and 35 posts in security and information centres;

(c) Eleven posts under subprogramme 2, Regional field coordination and support, component 2, Field support, including four in the Critical Incident Stress Management Unit, six in the Training and Development Section and one for aviation risk management activities;

(d) Five new posts under programme support.

The Advisory Committee's recommendations on the proposals outlined in this paragraph and in paragraph 30 above are contained in its discussion of the budget sections to which they relate.

Executive direction and management

Regular budget

New posts

32. Under executive direction and management, the Secretary-General is proposing the establishment of six new posts.

Office of the Under-Secretary-General

33. In the Office of the Under-Secretary-General, two P-4 posts and one P-3 post are proposed to establish a communications, reporting and advocacy capacity to deliver professional-quality communications support, particularly during crises, and to ensure that communications with the Inter-Agency Security Management Network continue to be handled by Professional staff within the Office (see A/64/6 (Sect. 34)/Add.1, para. 34.21 (b)). **The Advisory Committee recommends acceptance of the establishment of one P-4 and one P-3 post in the Office of the Under-Secretary-General to constitute a communications, reporting and advocacy capacity. The functions of the remaining P-4 post proposed by the Secretary-General should be accommodated within existing capacity.**

Compliance, Evaluation and Monitoring Unit

34. In the Compliance, Evaluation and Monitoring Unit, one P-4 Investigation Officer in New York is proposed to address the envisaged increase in the investigative and review workload of the Internal Affairs Unit (ibid., para. 34.21 (c)), and one P-3 Compliance Officer and one P-3 Investigation Officer in Nairobi are proposed to support compliance, evaluation and monitoring activities as part of a pilot project to

establish regionalized technical support capacity (ibid., para. 34.21 (c) and para. 17 above). **The Advisory Committee recommends that the proposed P-4 post for an Investigation Officer in New York be funded under general temporary assistance until it can be determined that the functions of the post are needed on a continuing basis. The Committee further recommends that the two P-3 posts proposed for Nairobi be funded under general temporary assistance pending the evaluation of the pilot project.**

Reclassification

35. The Secretary-General is proposing the upward reclassification of the post of deputy to the Under-Secretary-General from the D-2 to the Assistant Secretary-General level. The Advisory Committee notes that this proposal has been made in response to the recommendations of the Independent Panel in order to allow the Under-Secretary-General to focus on strategic issues while ensuring that another senior official is available for the day-to-day overall management of the Department and for the strengthening of internal management, as well as to represent the Department in the absence of the Under-Secretary-General (see A/64/6 (Sect. 34)/Add.1, para. 34.21 (a)).

36. Upon enquiry, the Advisory Committee was informed that the Assistant Secretary-General would support the Under-Secretary-General in the performance of his functions as executive head of the Department, including by coordinating the work of various units both at Headquarters and in the field and overseeing the preparation of reports to intergovernmental bodies. On a day-to-day basis, the incumbent of the proposed post would manage the Training and Development Section, the Policy, Planning and Coordination Unit, the Compliance, Evaluation and Monitoring Unit and the Critical Incident Stress Management Unit. He or she would also undertake missions on behalf of the Under-Secretary-General as required. **For the foregoing reasons, the Advisory Committee recommends acceptance of the proposal to reclassify the post of deputy to the Under-Secretary-General from the D-2 to the Assistant Secretary-General level.**

Subprogramme 1, Security and safety coordination

Regular budget

New posts

37. Under subprogramme 1, Security and safety coordination, the Secretary-General is proposing the establishment of 228 new posts.

Protection Coordination Unit at Headquarters

38. In the Protection Coordination Unit at Headquarters, it is proposed to establish a P-5 post for a Chief of Unit in order to provide strategic management to best meet the close protection needs of senior officials (see A/64/7 (Sect. 34)/Add.1, para. 34.29). It is also proposed to establish one P-3 post and one General Service (Other level) post to ensure appropriate levels of liaison with close protection officers and senior officials (ibid.). The Advisory Committee notes from paragraph 34.28 of the budget document that the Unit has seen a 46 per cent increase in its caseload since 2006 and that, at present, it is currently unable to address in a

consistent and coherent manner the requirements for ongoing reviews of established close protection details in assigned locations, the specific requirements of missions supported by the Department of Peacekeeping Operations and the Department of Field Support, or the requirements for a surge capacity for close protection officers. Upon enquiry, the Committee was informed that, in addition to managing the Unit, the Chief would participate in strategic projects relating, inter alia, to policy development, standard operating procedures and the recruitment and training of close protection officers. **For the reasons given by the Secretary-General, the Advisory Committee recommends acceptance of the proposal to establish a P-5 post for a Chief of Unit. The Committee recommends against the establishment of the P-3 and General Service (Other level) posts because it believes that their functions, which are not new, should be accommodated within existing capacity. In this regard, and with a view to ensuring that there is a clear basis for future budget requests for close protection operations, the Advisory Committee recommends that a clearly defined policy on close protection be elaborated.**

Division of Headquarters Security and Safety Services

39. In the Division of Headquarters Security and Safety Services, it is proposed to establish a P-4 post to strengthen the capacity of the Office of the Director to provide day-to-day coordination of and support for the Security and Safety Services at Headquarters, offices away from Headquarters and regional commissions (see A/64/6 (Sect. 34)/Add.1, para. 34.31). **The Advisory Committee recommends against acceptance of the proposal, as it believes that the functions of the proposed post should be accommodated within existing capacity.**

Security and Safety Services worldwide

40. In the Security and Safety Services of headquarters and regional commissions, the following 224 posts are proposed for establishment:

(a) At Headquarters in New York, 26 Security Service posts to strengthen close protection capacity by adding a full shift to the current complement of staff (see A/64/6 (Sect. 34)/Add.1, para. 34.36 (a));

(b) At the United Nations Office at Geneva, 15 General Service (Other level) posts to establish a canine unit and to strengthen the current staffing complement to lead crisis management and to manage the increased activity at the premises of the Office of the United Nations High Commissioner for Human Rights (ibid., para. 34.36 (b));

(c) At the United Nations Office at Nairobi, one P-3 post for a Security Officer to coordinate security operations. According to the Secretary-General, the post is required on account of the size and complexity of the compound and of the large number of staff working there. In addition, 85 Local level posts are proposed, 76 to strengthen the regular uniformed officer unit, the fire safety unit, the pass unit and the close protection unit owing to the significant increase in the number of staff in the complex arising from the addition of the new office facility, and nine to support the operation of the standardized access control systems currently in place (ibid., para. 34.36 (d));

(d) At the Economic Commission for Africa (ECA), one P-3 post for a Security Officer to coordinate security operations. According to the Secretary-

General, the post is required on account of the size and complexity of the compound and of the large number of staff working there. In addition, 19 Local level posts are proposed, 11 to establish a canine unit and to strengthen the current staffing complement to reinforce the surveillance and detection system, as well as eight to support the operation of the standardized access control system currently in place (ibid., para. 34.36 (e));

(e) At the Economic and Social Commission for Asia and the Pacific (ESCAP), 13 Local level posts, eight to implement 24-hour coverage in the Operations Control Centre and for the Emergency Response Team, as well as to create a Pass and ID Unit, and five to support the operation of the standardized access control system currently in place (ibid., para. 34.36 (f));

(f) At the Economic and Social Commission for Western Asia (ESCWA), 52 Local level posts, 45 to staff checkpoints on a 24-hour basis and to provide counter-surveillance capacity and close protection services for the Executive Secretary, and seven to support the implementation of the standardized access control system in 2010-2011 (ibid., para. 34.36 (g));

(g) At the Economic Commission for Latin America and the Caribbean (ECLAC), 12 Local level posts, five to strengthen the existing staff complement, including to enhance security at the newly constructed South Entrance Pavilion, and seven to support the operation of the standardized access control system currently in place (ibid., para. 34.36 (h)).

41. **The Advisory Committee recommends acceptance of the establishment of 14 of the proposed 26 Security Service posts in New York. Any additional capacity deemed necessary by the Department should be obtained through redeployment of existing resources and the requirements reviewed in the context of the next budget proposal.**

42. With regard to the posts requested to establish canine units at the United Nations Office at Geneva and ECA (15 General Service (Other level) and 11 Local level, respectively), the Advisory Committee was informed, upon enquiry, that canine units were recognized by the security industry as providing one of the best methods for detecting illicit substances, including arms and explosives. Canine units were regarded as essential for the United Nations given the increased level of threat at many duty stations, in particular the threat posed by vehicle- and person-borne explosives. **In view of the foregoing, the Advisory Committee recommends acceptance of the establishment of 10 temporary General Service (Other level) posts in Geneva and 11 temporary Local level posts in Addis Ababa, to expire at the end of the biennium 2010-2011 unless specifically re-established by the General Assembly in the context of the programme budget for 2012-2013. While the Committee understands that, in some circumstances, there may be no substitute for canine capacity, it nevertheless encourages the Department of Safety and Security to take maximum advantage of the electronic access control tools introduced as part of the standardized access control project. An assessment of efficiency gains resulting from the introduction of those electronic tools should be provided in the next budget submission.**

43. **As for the two P-3 posts proposed for the coordination of security operations at the United Nations Office at Nairobi and ECA, the Advisory**

Committee recommends against their establishment, taking the view that the functions of the posts should be accommodated from within existing capacity.

44. **Turning lastly to the proposed Local level posts, the Advisory Committee reiterates its earlier recommendation that all posts required in connection with the operation of the standardized access control system should be funded through general temporary assistance (see A/63/769, para. 18). The Committee points out, in this regard, that its recommendations on the implementation of phase II of the standardized access control project may have a bearing on the number of posts required for this purpose (see A/64/7/Add.15). As for the remainder of the Local level posts, given that the Committee is advocating a prudent approach to the strengthening of the Department, the Committee recommends the establishment of 41 posts at the United Nations Office at Nairobi, five at ESCAP, three at ECLAC and 45 at ESCWA. With respect to the latter, the Advisory Committee is recommending acceptance of the full capacity proposed because Beirut is the only established United Nations duty station with a threat level at security phase II.**

Conversions

45. The Secretary-General is proposing the conversion to established posts of 113 temporary posts (20 General Service (Other level), 32 Security Service and 61 Local level) in the Security and Safety Services at Headquarters and the regional commissions. **The Advisory Committee has no objection to the proposed conversions.**

Gross budget for jointly financed activities

New posts

United Nations Office at Vienna

46. The Secretary-General is proposing the establishment of 10 Security Service posts at the United Nations Office at Vienna in order to establish a canine unit, as well as to strengthen the capacity of the current staffing complement to manage increased activity at the new M Building Conference Centre (see A/64/6 (Sect. 34)/Add.1, para. 34.36 (c)). **The Advisory Committee recommends the establishment of 10 temporary Security Service posts at the United Nations Office at Vienna, to expire at the end of the biennium 2010-2011 unless specifically re-established by the General Assembly in the context of the programme budget for 2012-2013 (see also para. 42 above).**

Conversions

47. The Secretary-General is proposing the conversion to established posts of 25 temporary Security Service posts in the Security and Safety Service at the United Nations Office at Vienna. **The Advisory Committee has no objection to the proposed conversions.**

Subprogramme 2, Regional field coordination and support
Component 1, Regional field operation coordination

Gross budget for jointly financed activities

New posts

48. Under subprogramme 2, Regional field coordination and support, component 1, Regional field operation coordination, the Secretary-General is proposing the establishment of 126 new posts. **In general terms, the Advisory Committee welcomes the Secretary-General's focus on strengthening capacity in the field. With particular reference to the proposed strengthening of analytical capacity, the Committee points out that the role of host Governments in the provision of supplementary safety and security information should not be overlooked (see paras. 77-79 below).**

Threat and Risk Assessment Unit at Headquarters

49. In the Threat and Risk Assessment Unit at Headquarters, it is proposed, in order to implement a key recommendation of the Independent Panel, to establish five P-4 posts to increase analytical capacity, thereby enabling the Unit to broaden the scope of its work beyond terrorism, and to enhance the Unit's ability to provide services, in particular trend analysis, to security managers in United Nations field missions, offices away from Headquarters and other United Nations entities (see A/64/6 (Sect. 34)/Add.1, para. 34.52). It is also proposed to establish two General Service (Other level) posts to enhance the current administrative support capacity (ibid.).

50. In paragraphs 34.48 to 34.51 of the budget document, the Secretary-General gives an overview of the current and proposed future operations of the Threat and Risk Assessment Unit. The Unit, which currently comprises 1 P-5, 1 P-4, 2 P-3, 1 redeployed P-2 and 2 General Service (Other level) posts, functions as an early warning mechanism, provides analytical support to the whole Department and regularly liaises on behalf of the Department with a wide range of interlocutors both inside and outside the United Nations security management system. With the proposed creation of a significant field-level analytical capability (see para. 50 below), the Secretary-General asserts that there will be an enhanced need to ensure that Headquarters maintains effective oversight of the output of new analysts in the field.

51. The Advisory Committee notes that the management review of the Department of Safety and Security emphasized the need for a major enhancement of analytical coverage, arguing that information, rather than manpower or firepower, is the single most important commodity needed to provide security for modern global field operations. **Taking into account the functions to be performed by the Unit, the Advisory Committee recommends acceptance of the establishment of 3 P-4 and 2 General Service (Other level) posts.**

Threat and risk assessment capacity in the field

52. The Secretary-General is also proposing the establishment of 13 Security Analyst posts, seven at the P-4 and six at the P-3 level, to strengthen threat and risk assessment capacity at locations in the field where they are required (see A/64/6 (Sect. 34)/Add.1, para. 34.62). As indicated in paragraph 34.61 of the budget

document, Security Analysts advise the Chief Security Adviser/Security Adviser on threats affecting the United Nations. They are specially trained to add a qualitative and quantitative risk assessment dimension to security information gained in their country of assignment. The development of security-related trends that are likely to affect United Nations humanitarian and development activities form the basis of the threat assessments prepared by the analysts, which are then incorporated into risk assessments that generate risk mitigation options. Upon enquiry, the Advisory Committee was informed that the 13 new posts would be located as follows: three in Asia and the Pacific, three in West Africa, three in East Africa, two in Europe and the Americas and two in the Middle East. **For the reasons given by the Secretary-General, and taking account of the considerations set out in the preceding paragraphs, the Advisory Committee recommends acceptance of the establishment of six P-4 and three P-3 posts for Security Analysts at locations in the field where they are required.**

Division of Regional Operations at Headquarters

53. In the Division of Regional Operations at Headquarters, the Secretary-General is proposing the establishment of five P-4 and five P-3 posts for desk officers to augment existing capacity (see A/64/6 (Sect. 34)/Add.1, para 34.55). In paragraph 34.55 of the budget document, the Secretary-General states that the inquiries into the attacks on the United Nations offices in Iraq, Algeria and Somalia emphasized that, in order to be held responsible and accountable, a desk officer must be allocated a reasonable and manageable workload. According to the Secretary-General, that is not the case at the present time. Owing to the introduction of the framework for accountability, the growth in the Department's field component, expanded mandates, the need for timely response and the increasing demand for quality outputs, the coverage provided to the field by the regional desks is no longer adequate. **While the Advisory Committee recognizes that the Division's workload has increased, it believes that some of the additional tasks set out in paragraph 34.55 of the budget document can be accommodated within existing capacity. Accordingly, at the present time, the Committee recommends acceptance of the establishment of three P-4 and three P-3 posts for desk officers in the Division of Regional Operations.**

Field security officers

54. In paragraph 34.56 of the budget document, the Secretary-General, drawing on the outcome of the assessment of the global vulnerability of the United Nations undertaken following the attack in Algiers, proposes the establishment of 61 new posts (4 P-5, 11 P-4, 17 P-3 and 29 Local level) for field security officers in 15 vulnerable locations (see A/64/6 (Sect. 34)/Add.1, para. 34.56). Upon enquiry, the Advisory Committee was informed that the proposed posts would be located as follows: 27 in Asia and the Pacific, 6 in Europe and the Americas, 18 in East Africa, 4 in the Middle East and 6 in West Africa.

55. With particular reference to the four proposed P-5 posts, the Secretary-General indicates, in paragraph 34.57 of the budget document, that they would be located in Chile, Ethiopia, Kenya and Thailand. According to the Secretary-General, the posts are sought in order to replicate the Lebanon model, where the Chief of the Security and Safety Section and the Deputy Security Adviser both report to the country Chief Security Adviser. Both the United Nations Office at Geneva and the United Nations

Office at Vienna already have P-5 Chiefs of Security and Safety Sections who also serve as the Chief Security Adviser. In Chile, Ethiopia and Thailand, the post of Chief of Security and Safety is at the P-4 level. **The Advisory Committee recalls its earlier comments on this matter, in which it questioned the replication of the Lebanon model for other United Nations duty stations in view of the fact that the only United Nations duty station with a threat level at security phase II is located in Lebanon, and expressed its disagreement with the notion that security chiefs in all duty stations should be of the same rank (see A/63/769, para. 29). Accordingly, the Committee reiterates its earlier recommendation against the establishment of the four P-5 posts requested (ibid.).**

56. **As for the remaining 57 posts proposed for field security officers, the Advisory Committee recommends the establishment of 50 posts (11 P-4, 10 P-3 and 29 Local level).**

Security and information operations centres

57. The Secretary-General is also proposing the establishment of 35 posts at the P-4 level (seven posts, including one Chief, three Senior Information Officers and three Senior Operations Officers at each location) to staff five new country-level security and information operations centres 24 hours a day, 7 days a week (see A/64/6 (Sect. 34)/Add.1, para. 34.64). As the Secretary-General indicates in paragraphs 34.63 and 34.64 of the budget document, the role of the security and information operations centres, which also function as crisis coordination centres during periods of emergency, is to establish and maintain security situation awareness in order to minimize risk to programme delivery and to enhance the safety of United Nations staff and property. According to the Secretary-General, the centres add an important qualitative dimension to the conduct of programme delivery by providing the requisite human and technical resources for detailed security analysis, trend identification, contingency planning and emergency response coordination.

58. Upon enquiry, the Advisory Committee was informed that the functions of the centres would include the review of all situation reports, incident reports and information summaries from Field Security Coordination Officers; liaison with host country security authorities; the evaluation of threat and security-related incidents; the collection, analysis and dissemination of security information to all United Nations agencies, funds and programmes operating in the country concerned; the provision of advice on relevant standard operating procedures; and the preparation of contingency plans. **In view of the foregoing, and bearing in mind that in his earlier report on a strengthened and unified security management system for the United Nations, the Secretary-General had initially proposed the establishment of 25 P-4 posts for security and information operations centres (see A/63/605, para. 98), the Advisory Committee recommends the establishment of 25 P-4 posts, five posts in each location. The Committee further recommends that, in locations with an existing peacekeeping presence, the capacities of the Joint Operations Centre should be utilized to the maximum extent possible.**

Reclassification

59. In paragraph 34.55 of the budget document, the Secretary-General proposes the upward reclassification, from the P-5 to the D-1 level, of the post of Deputy to

the Director of the Division of Regional Operations. The incumbent of the post would provide the necessary level of coordination and supervision of the regional desks and assist the Director in the strategic management of regional operations both at Headquarters and in the field (see A/64/6 (Sect. 34)/Add.1, para. 34.55). Although the Advisory Committee previously recommended against the establishment of a D-1 post for a Deputy Director (see A/63/769, para. 30), the proposals contained in the budget document amount to a significant expansion of the Division's capacity. **In the light of the foregoing, the Advisory Committee recommends acceptance of the proposed reclassification of the post of Deputy Director from the P-5 to the D-1 level.**

Redeployment

60. The Secretary-General is also proposing the redeployment of one P-2 post from component 2, Field support, to the Threat and Risk Assessment Unit in order to streamline and standardize the analytical reports produced by the Unit (see A/64/6 (Sect. 34)/Add.1, paras. 34.52 and 34.80). **The Advisory Committee has no objection to the proposal of the Secretary-General.**

Subprogramme 2, Regional field coordination and support
Component 2, Field support

Regular budget

New posts

Crisis Management Support Unit

61. In the Crisis Management Support Unit, the Secretary-General is proposing the establishment of one P-5 post for a Chief of Unit, as well as one P-4 and one P-3 post to enhance the capacity of the Unit to deliver the outputs necessary to comply with its terms of reference, and one General Service (Other level) post to provide administrative and communications support (see A/64/6 (Sect. 34)/Add.1, para. 34.89).

62. In paragraph 34.87 of the budget document, the Secretary-General proposes the restructuring of the Unit's activities around the following three main functions:

(a) Provision of guidance and technical support to Headquarters and offices away from Headquarters;

(b) Standardization of planning and procedures within the Department in the areas of crisis management response and business continuity, as well as coordination on crisis management matters with United Nations and non-United Nations partners;

(c) Coordination of training activities for crisis management.

According to the Secretary-General, the current staff resources do not allow the Unit to perform all those functions, particularly since the Unit's support for the Crisis Coordination Centre has further diminished its ability to work on other issues related to crisis management.

63. **The Advisory Committee recommends acceptance of the establishment of one P-4 and one General Service (Other level) post to strengthen the capacity of the Crisis Management Support Unit. The Committee is not convinced that any further additional capacity is required.**

Information management team

64. The Secretary-General is also proposing the establishment of five posts, two P-4, two P-3 and one P-2, for a new core information management team to provide for the development and long-term maintenance of the new security information management systems required by the Department (see A/64/6 (Sect. 34)/Add.1, para. 34.95).

65. In paragraph 34.90 of the budget document, the Secretary-General states that, since its inception, the Department of Safety and Security has been operating without a robust internal information and communications technology or information management support structure. This important lacuna was highlighted in the management review, which emphasized that the Organization should identify resources to implement and maintain a modern and flexible information management capacity in support of its analytical and operational functions. The most urgent information management needs of the Department are set out in paragraph 34.92 of the budget document. Upon request, the Advisory Committee was provided with a detailed description of the systems required. The Committee was informed that the requirements of the Department had been reviewed and endorsed by the Office of Information and Communications Technology. The Committee was further informed that the departmental systems would, to the extent possible, be integrated into the new enterprise resource planning system.

66. **The Advisory Committee recognizes the need for reliable, integrated and interoperable systems to capture and analyse data and produce reports, and is disappointed that, to date, the Department has been unable to develop a comprehensive information management strategy. The Committee believes, however, that it may be rather ambitious to expect all the desired enhancements to the existing information management capacity to be implemented during the biennium 2010-2011. Accordingly, the Advisory Committee recommends acceptance of the establishment of one P-4, one P-3 and one P-2 post for a new core information management team (see para. 74 below for the recommendation of the Committee on the related non-post resources). The Committee further recommends that the Secretary-General report on the status of implementation of information management projects in the Department, including any cost savings and/or efficiency gains realized, in the context of the proposed programme budget for the biennium 2012-2013.**

Gross budget for jointly financed activities

New posts

Critical Incident Stress Management Unit

67. The Secretary-General is proposing the establishment of four P-4 posts for counsellors in the Critical Incident Stress Management Unit. The proposed posts respond to the need for the establishment of stress counselling capacity at the country level and would therefore form part of the regional technical support team to be located in Nairobi (see A/64/6 (Sect. 34)/Add.1, para. 34.77 and para. 17 above). **The Advisory Committee notes that the Office of Human Resources Management also offers stress counselling services and therefore recommends that the Secretary-General explore the possibility of consolidating all stress counselling capacity in one organizational unit. Accordingly, pending a decision on that**

question, the Committee recommends against the establishment of four P-4 posts for counsellors in the Critical Incident Stress Management Unit.

Training and Development Section

68. The Secretary-General is also proposing the establishment, in the Training and Development Section, of six posts (3 P-4, 1 P-3 and 2 Local level) for security trainers. The posts would be located in Nairobi and form part of the regional technical support team (see A/64/6 (Sect. 34)/Add.1, para. 34.80 and para. 17 above). **The Advisory Committee recommends that resources equivalent to one P-4, one P-3 and two Local level posts be provided under general temporary assistance for security trainers in Nairobi. The continuing need for security training capacity in Nairobi should be assessed when the pilot project is evaluated.**

Aviation risk management

69. In paragraph 34.81 of the budget document, the Secretary-General indicates that within the United Nations system there is no single organization that looks holistically at aviation risk management with respect to the travel of staff. The Secretary-General further indicates, in paragraph 34.82, that the issue of aviation risk management was discussed at the 2008 meeting of the Aviation Technical Advisory Group, which consists of aviation safety experts from the International Civil Aviation Organization (ICAO), the World Food Programme (WFP) and the Department of Field Support. Consistent with the recommendations of the Independent Panel, the Group recommended that the Department of Safety and Security create an aviation risk management office to undertake the critical function of coordinating safety analyses of commercial passenger airlines used by United Nations staff. The Steering Committee on Safety and Security of the High-level Committee on Management also recommended the establishment of such an office in the Department to provide a holistic approach to aviation risk management throughout the United Nations security management system.

70. Accordingly, the Secretary-General is proposing the establishment of an aviation risk management office, comprising one P-4 officer, the functions of which would include coordinating with ICAO, WFP and the Department of Field Support in order to make optimum use of existing expertise and, taking United Nations aviation standards as a baseline, developing and maintaining a standardized safety checklist. The related technical work would be outsourced to ICAO (see A/64/6 (Sect. 34)/Add.1, paras. 34.83 and 34.84). **The Advisory Committee recognizes the need to develop a coordinated system-wide approach to aviation safety, but stresses that the technical aspects of the aviation risk management function must be undertaken by the competent body, namely ICAO. Since this is a new initiative, the Advisory Committee recommends the establishment of a temporary post at the P-4 level, to expire at the end of the biennium 2010-2011 unless specifically re-established by the General Assembly in the context of the programme budget for 2012-2013. Any future requests for resources for the aviation risk management office should be accompanied by an evaluation of its activities.**

Reclassification

71. The Secretary-General is proposing the reclassification of one General Service (Other level) post in the Training and Development Section to the General Service

(Principal level) in order to compensate for the proposed redeployment of a P-2 to the Threat and Risk Assessment Unit (see A/64/6 (Sect. 34)/Add.1, para. 34.80 and para. 58 above). **The Advisory Committee has no objection to the Secretary-General's proposal.**

Programme support

Gross budget for jointly financed activities

New posts

Executive Office

72. Under programme support, the Secretary-General is proposing the establishment, beginning on 1 January 2011, of five new posts (2 P-4, 1 P-3, 1 General Service (Principal level) and 1 General Service (Other level)) in the Executive Office of the Department of Safety and Security (see A/64/6 (Sect. 34)/Add.1, para. 34.107). The posts are proposed in order to enable the Executive Office to assume full administrative responsibility for all Department of Safety and Security staff in the field. In paragraph 34.105 of the budget document, the Secretary-General indicates that the Executive Office currently manages the recruitment process, including the advertising of vacancies, the identification of qualified candidates, the interview process and the rostering mechanism. The United Nations Development Programme in Copenhagen then takes responsibility for the "on-boarding" of the selected candidates.

73. The Advisory Committee notes that the above-mentioned proposal is made without prejudice to the outcome of the comprehensive review of human resources requirements in the security field (see para. 18 above), which, according to the Secretary-General, is expected to take between 12 and 18 months to complete. **The Advisory Committee believes that it would be premature to approve the establishment of new posts to perform human resources functions before the outcome of the review is known. Accordingly, it recommends against the establishment of the five posts in the Executive Office at the present time.**

B. Comments and recommendations on non-post resources

74. Estimated non-post requirements for the biennium 2010-2011, before recosting, amount to $93,791,200 under the regular budget and $73,692,300 for the gross budget for jointly financed activities, representing increases of $19,336,700, or 20.6 per cent, and $14,929,600, or 25.4 per cent, respectively. The Advisory Committee notes that the increases are due, in large part, to additional costs under general operating expenses, supplies and materials and furniture and equipment incurred as a result of the proposed establishment of a total of 395 new posts.

Other staff costs

75. The Advisory Committee notes that the estimated requirements under other staff costs include a provision for overtime and night differential. Upon enquiry, the Committee was informed that an amount of $6,736,300 was being requested under the regular budget for that purpose. **The Advisory Committee trusts that the**

establishment of additional Security Officer posts will, in future, result in lower requirements for overtime and night differential.

76. Under component 2, Field support, of subprogramme 2, the Advisory Committee notes that the Secretary-General is proposing a non-recurrent requirement of $2,559,200 for general temporary assistance equivalent to six P-3 and three General Service (Other level) positions for the initial development of security information management systems (see A/64/6 (Sect. 34)/Add.1, para. 34.95). **For the reasons set out in paragraph 64 above, the Advisory Committee recommends approval of 50 per cent of the amount proposed for general temporary assistance for the development of security information management systems.**

Consultants and experts

77. The Advisory Committee notes that, under programme support, the Secretary-General is requesting an amount of $300,000 to engage a consultant (or consulting firm) to assist in the conduct of a comprehensive review of the Department's human resources strategy (see A/64/6 (Sect. 34)/Add.1, para. 34.104). **In this connection, in order to keep consultancy costs to a minimum, the Advisory Committee urges the Department of Safety and Security to take maximum advantage of in-house human resources expertise (see also para. 19 above).**

78. **Subject to its recommendation in paragraph 74 above, the Advisory Committee recommends acceptance of the proposal of the Secretary-General for non-post resources, bearing in mind that the estimates will have to be adjusted in the light of its recommendations on posts set out in paragraphs 32 to 71 above.**

C. Other comments and recommendations

Responsibility of host Governments for the security and safety of United Nations staff and premises

79. During its consideration of the proposed programme budget for section 34, the Advisory Committee enquired as to the measures envisaged to ensure that the role of the host country in providing adequate and appropriate security for the United Nations continued to be respected, particularly in view of the fact that a number of formal agreements with host countries were signed many years ago, when security concerns and realities were dramatically different to those now facing the Organization (see A/59/539, para. 19).

80. The Advisory Committee was informed that, in its resolution 59/276, the General Assembly had emphasized the need for the Organization to update or revise existing host country agreements, with a view to providing enhanced security to the United Nations. To that end, a model supplemental agreement had been prepared and was awaiting endorsement and, at its next meeting, the Inter-Agency Security Management Network was due to discuss the launching of a pilot project in several countries in order to test the practical application of the supplemental agreement. The Committee was further informed that the Chief Executives Board had approved the draft terms of reference for the establishment of host country liaison committees, designed to enhance discussion and relations on measures to be taken to address security issues between host Governments and United Nations offices with a view to

facilitating more efficient and effective provision of services. **The Advisory Committee notes these initiatives.**

81. **The Advisory Committee acknowledges that not all host countries can provide the same level of security support to the Organization. Nevertheless, the Committee believes that role of host Governments in the provision of safety and security services to the United Nations should not be overlooked. Accordingly, as an integral part of its efforts to strengthen threat and risk assessment capacity in the field, the Department should take steps to enhance cooperation and collaboration with national and/or local law enforcement agencies in all locations. Information on progress achieved should be included in the proposed programme budget for section 34 for the biennium 2012-2013.**

Crisis management capacity

82. Upon enquiry, the Advisory Committee was provided with an organizational chart illustrating the current crisis management framework for the United Nations in New York (see annex III). The Committee notes from the budget document that, in response to a recommendation of the Office of Internal Oversight Services concerning the merging of Secretariat resources dealing with crisis management, the Crisis Management Support Unit of the Department of Safety and Security is currently developing an integrated framework for crisis management and business continuity (see A/64/6 (Sect. 34)/Add.1, table 34.28). **The Advisory Committee expects that a new integrated framework will take an Organization-wide approach to crisis management and business continuity and will include clear reporting lines and a more streamlined structure.**

83. On a related matter, the Advisory Committee is aware that, at Headquarters, there are a number of round-the-clock communication/crisis centres, some operated by the Department of Safety and Security and some by other United Nations entities. Upon enquiry, the Committee was informed that four such centres were currently operational in New York, two managed by the Department of Safety and Security, one by the Department of Peacekeeping Operations and one by the United Nations Children's Fund. **With a view to maximizing the effectiveness and efficiency of crisis management operations, the Advisory Committee recommends that the Secretary-General explore the possibility of consolidating all four 24-hour crisis management centres in New York into one single entity.**

Standardized guidelines for determining the security presence in a given location

84. During the course of the Advisory Committee's deliberations on the proposed programme budget for section 34, it emerged that the Department did not have a clear methodology for determining the security presence in a given location or for tailoring the security presence to the threat level. Upon enquiry, the Advisory Committee was informed that the differing security aspects of every office away from Headquarters did not allow for a standardized, template approach to security staffing. Every office away from Headquarters conducted a specific security risk assessment to determine threats and vulnerabilities and identify risk mitigation measures. Those measures took account, inter alia, of the physical location and infrastructure of the office concerned, the number of staff, the size of the compound, the programme of work, the number and type of meetings and conferences taking place, the number of VIP visits and the number of screening points. Human

resources variables, including the shift system in operation and projected annual and sick leave, were also taken into consideration. **The Advisory Committee encourages the Department, as part of its efforts to put in place a set of modern information management tools, to endeavour to develop standardized guidelines for determining the security presence needed in a given location.**

IV. Conclusion

85. **The Advisory Committee recommends that, subject to the recommendations contained in the paragraphs above, the General Assembly approve the Secretary-General's proposals under section 34, Safety and security, of the proposed programme budget for the biennium 2010-2011.**

Annex I

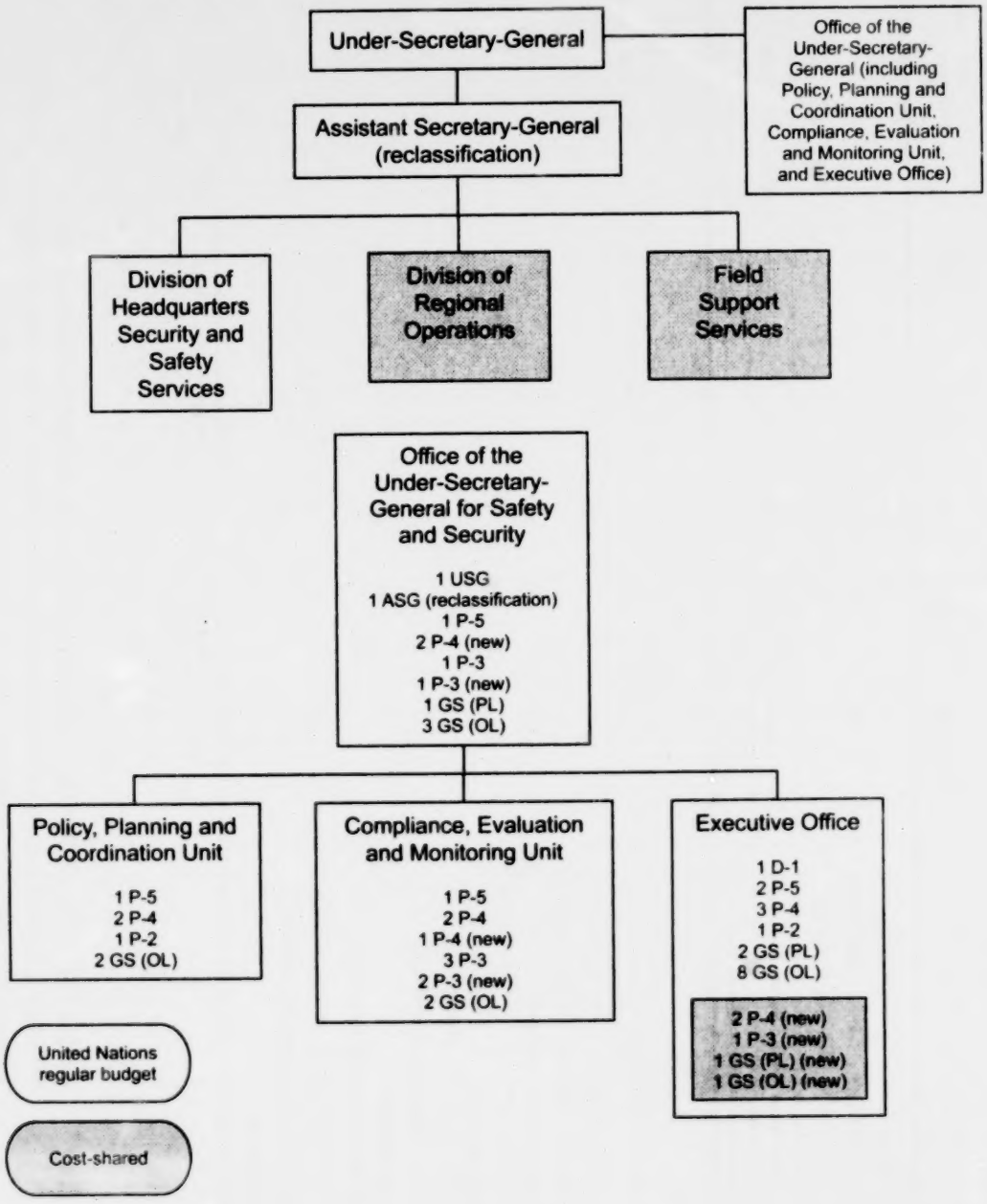
Total staffing levels for the Department of Safety and Security for the biennium 2008-2009 and proposed levels for 2010-2011, including jointly financed and regular budget posts as well as support account posts and positions funded under general temporary assistance for the capital master plan

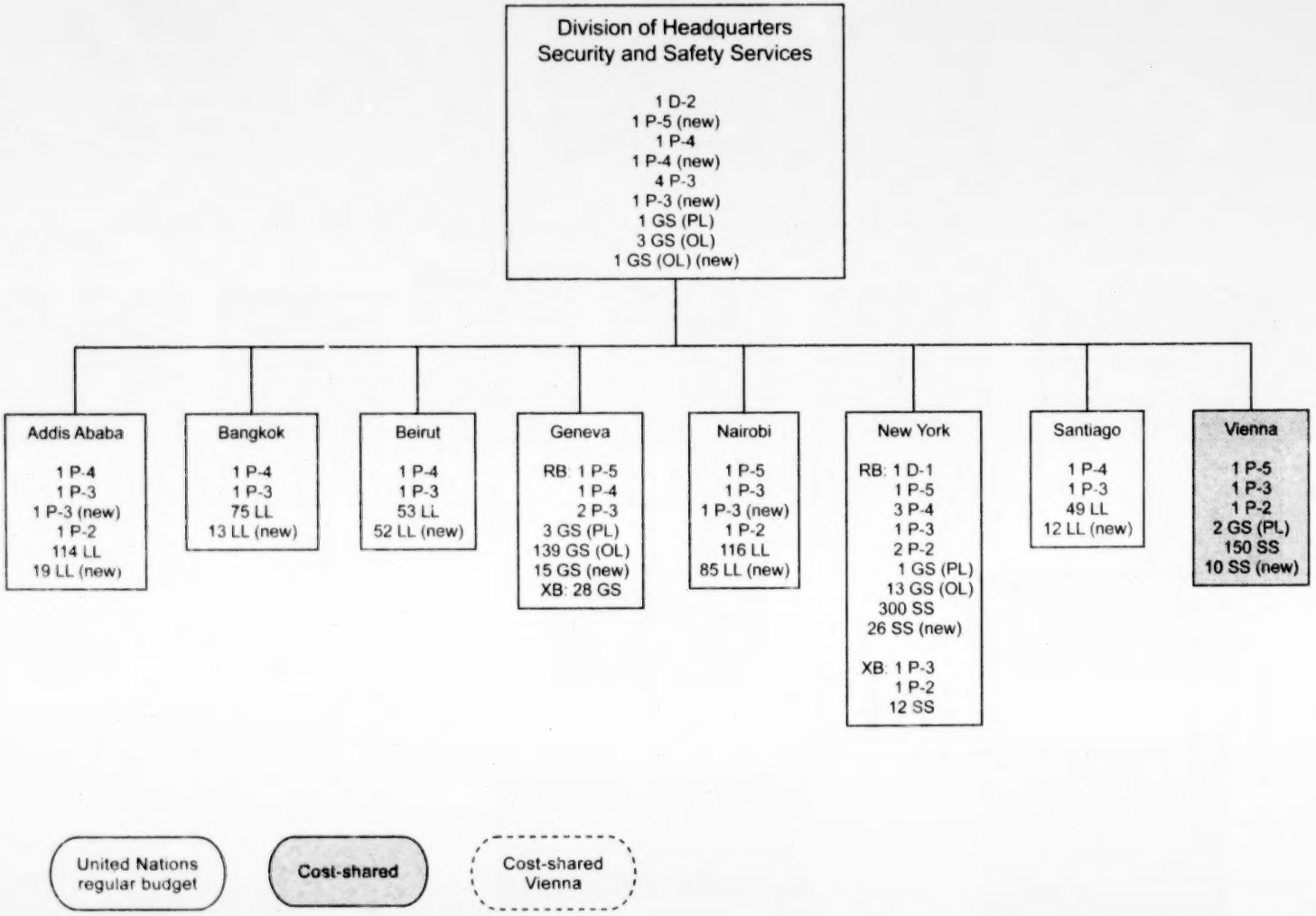
	2008-2009			*Additional proposals for 2010-2011*			*Proposed 2010-2011*		
	Professional category	*General Service and related categories*	*Total*	*Professional category*	*General Service and related categories*	*Total*	*Professional category*	*General Service and related categories*	*Total*
Headquarters									
Office of the Under-Secretary-General	14	8	22	6	—	6	20	8	28
Security and Safety Division, Operations	6	4	10	3	1	4	9	5	14
Crisis and information management	5	2	7	8	1	9	13	3	16
Executive Office	7	10	17	—	—	—	7	10	17
Executive Office (jointly financed)	—	—	—	3	2	5	3	2	5
Division of Regional Operations (jointly financed)	24	19	43	16	2	18	40	21	61
Field Support Service, including regional hub in Nairobi (jointly financed)	23	7	30	8	2	10	31	9	40
Peacekeeping Operations Support Service (support account)	13	5	18	—	—	—	13	5	18
Total Headquarters	**92**	**55**	**147**	**44**	**8**	**52**	**136**	**63**	**199**
Field									
Field Security Operations (jointly financed)	250	369	619	80	29	109	330	398	728
Total field	**250**	**369**	**619**	**80**	**29**	**109**	**330**	**398**	**728**
Security and Safety Services									
Security and Safety Services, New York	8	314	322	—	26	26	8	340	348
Security and Safety Section, Geneva	4	142	146	—	15	15	4	157	161
Security and Safety Section, Vienna (jointly financed)	3	152	155	1	11	12	4	163	167
Security and Safety Section, Nairobi	3	116	119	1	85	86	4	201	205
Security and Safety Section, Bangkok	2	75	77	—	13	13	2	88	90

	2008-2009			Additional proposals for 2010-2011			Proposed 2010-2011		
	Professional category	*General Service and related categories*	*Total*	*Professional category*	*General Service and related categories*	*Total*	*Professional category*	*General Service and related categories*	*Total*
Security and Safety Section, Santiago	2	49	51	—	12	12	2	61	63
Security and Safety Section, Addis Ababa	3	114	117	1	19	20	4	133	137
Security and Safety Section, Beirut	2	53	55	—	52	52	2	105	107
Total Security and Safety Services	**27**	**1 015**	**1 042**	**3**	**233**	**236**	**30**	**1 248**	**1 278**
Capital master plan associated costs	5	58	63	3	41	44	8	99	107

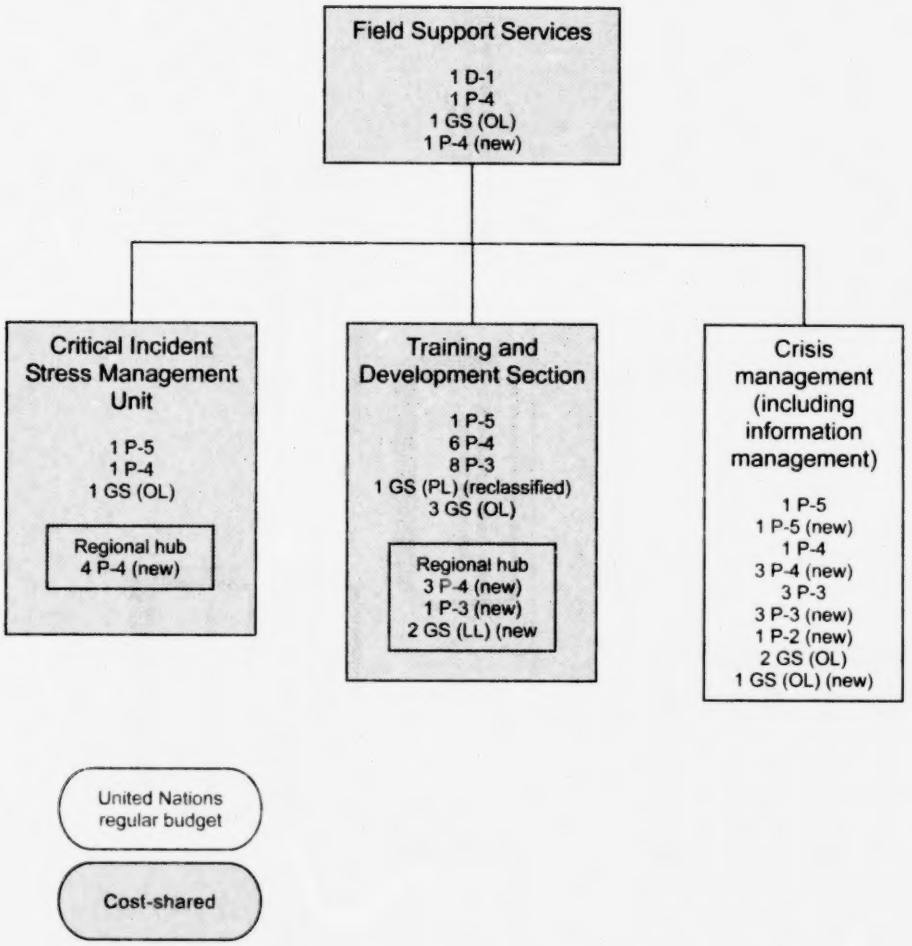
Annex II

Proposed organization chart and post distribution for the Department of Safety and Security for the biennium 2010-2011



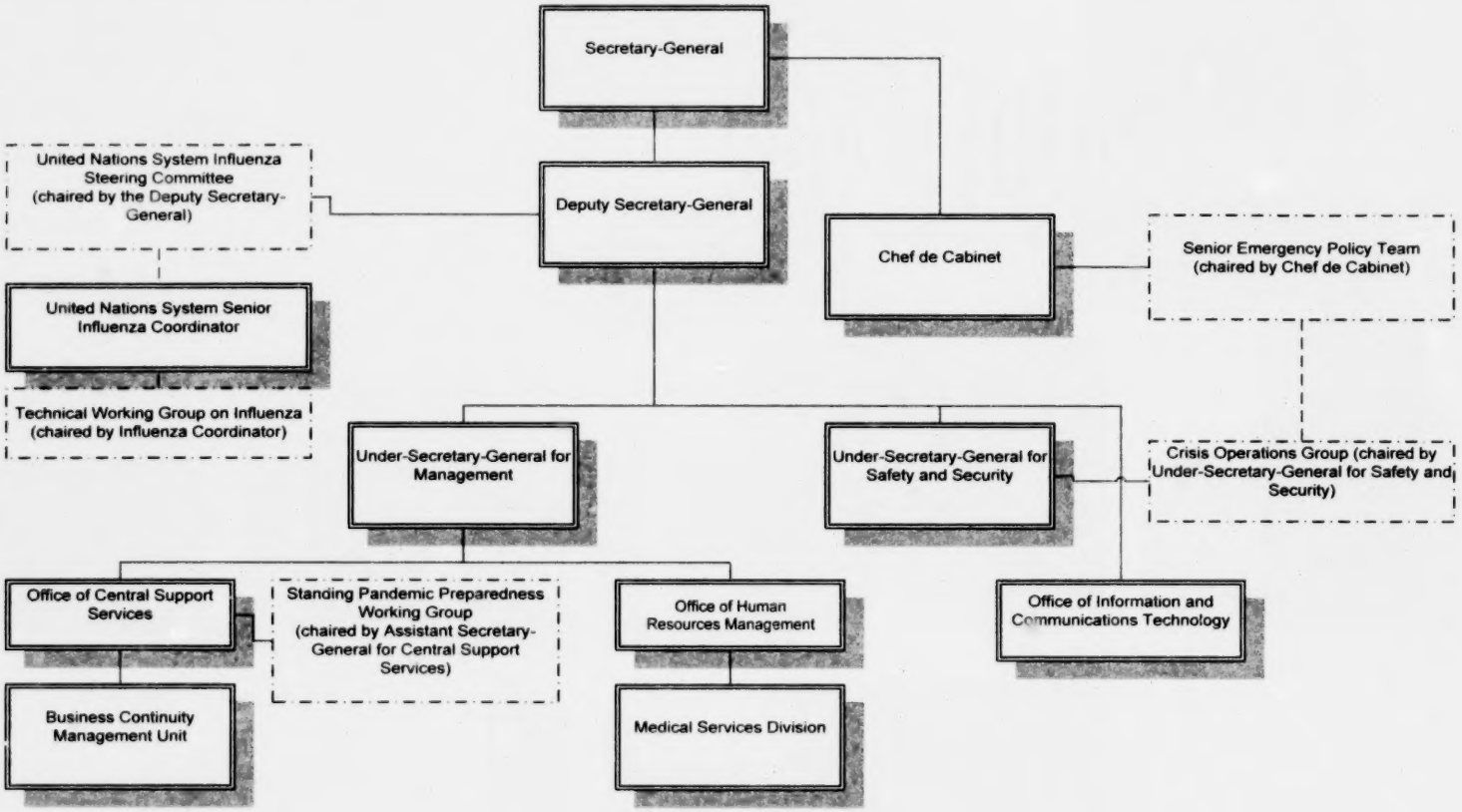

Division of Headquarters Security and Safety Services
1 D-2
1 P-5 (new)
1 P-4
1 P-4 (new)
4 P-3
1 P-3 (new)
1 GS (PL)
3 GS (OL)
1 GS (OL) (new)
Addis Ababa
1 P-4
1 P-3
1 P-3 (new)
1 P-2
114 LL
19 LL (new)
Bangkok
1 P-4
1 P-3
75 LL
13 LL (new)
Beirut
1 P-4
1 P-3
53 LL
52 LL (new)
Geneva
RB: 1 P-5
1 P-4
2 P-3
3 GS (PL)
139 GS (OL)
15 GS (new)
XB: 28 GS
Nairobi
1 P-5
1 P-3
1 P-3 (new)
1 P-2
116 LL
85 LL (new)
New York
RB: 1 D-1
1 P-5
3 P-4
1 P-3
2 P-2
1 GS (PL)
13 GS (OL)
300 SS
26 SS (new)
XB: 1 P-3
1 P-2
12 SS
Santiago
1 P-4
1 P-3
49 LL
12 LL (new)
Vienna
1 P-5
1 P-3
1 P-2
2 GS (PL)
150 SS
10 SS (new)
United Nations regular budget
Cost-shared
Cost-shared Vienna

Office of the Director
Division of Regional Operation
1 D-2
1 GS (OL)
Threat and risk capacity
1 P-5
1 P-4
5 P-4 (new)
2 P-3
2 P-2 (redeployed)
2 GS (OL)
2 GS (OL) (new)
Operations Section
1 D-1 (reclassification)
1 GS (OL)
Communications Centre
1 GS (PL)
6 GS (OL)
Asia and Pacific Section
1 P-5
2 P-4
1 P-4 (new)
1 P-3
1 P-3 (new)
2 GS (OL)
East Africa Section
1 P-5
1 P-4
1 P-4 (new)
1 P-3
1 P-3 (new)
1 GS (OL)
Europe and Americas Section
1 P-5
1 P-4
1 P-4 (new)
1 P-3
1 P-3 (new)
1 GS (OL)
Middle East Section
1 P-5
2 P-4
1 P-4 (new)
1 P-3
1 P-3 (new)
2 GS (OL)
West Africa Section
1 P-5
2 P-4
1 P-4 (new)
1 P-3
1 P-3 (new)
2 GS (OL)
acekeeping Operations
Support Section (Support Account)
1 P-5
6 P-4
4 P-3
1 G-5
1 G-4
Field Security Operations
26 P-5
4 P-5 (new)
137 P-4
53 P-4 (new)
83 P-3
23 P-3 (new)
4 P-2
369 LL
29 LL (new)
United Nations regular budget
Cost-shared


Field Support Services
1 D-1
1 P-4
1 GS (OL)
1 P-4 (new)
Critical Incident Stress Management Unit
1 P-5
1 P-4
1 GS (OL)
Regional hub
4 P-4 (new)
Training and Development Section
1 P-5
6 P-4
8 P-3
1 GS (PL) (reclassified)
3 GS (OL)
Regional hub
3 P-4 (new)
1 P-3 (new)
2 GS (LL) (new
Crisis management (including information management)
1 P-5
1 P-5 (new)
1 P-4
3 P-4 (new)
3 P-3
3 P-3 (new)
1 P-2 (new)
2 GS (OL)
1 GS (OL) (new)
United Nations regular budget
Cost-shared

Annex III

United Nations framework for crisis management, New York


Secretary-General
United Nations System Influenza Steering Committee (chaired by the Deputy Secretary-General)
Deputy Secretary-General
Chef de Cabinet
Senior Emergency Policy Team (chaired by Chef de Cabinet)
United Nations System Senior Influenza Coordinator
Technical Working Group on Influenza (chaired by Influenza Coordinator)
Under-Secretary-General for Management
Under-Secretary-General for Safety and Security
Crisis Operations Group (chaired by Under-Secretary-General for Safety and Security)
Office of Central Support Services
Standing Pandemic Preparedness Working Group (chaired by Assistant Secretary-General for Central Support Services)
Office of Human Resources Management
Office of Information and Communications Technology
Business Continuity Management Unit
Medical Services Division

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The United Nations Global Counter-Terrorism Strategy

Proposed programme budget for the biennium 2010-2011

Institutionalization of the Counter-Terrorism Implementation Task Force Programme budget implications of draft resolution A/64/L.27

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the statement submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly on the programme budget implications of draft resolution A/64/L.27, on the institutionalization of the Counter-Terrorism Implementation Task Force.

2. As indicated in paragraph 1 of the Secretary-General's statement (A/C.5/64/11), under the terms of operative paragraph 1 of draft resolution A/64/L.27, the General Assembly would request the Secretary-General to provide the necessary resources to finalize the institutionalization of the Counter-Terrorism Implementation Task Force without delay in order to ensure overall coordination and coherence in the counter-terrorism efforts of the United Nations system.

3. The statement of the Secretary-General indicates that additional resources in the amount of $1,949,900 gross ($1,778,700 net) would be required in connection with the institutionalization of the Counter-Terrorism Implementation Task Force. The provision reflects the request for six new posts (1 D-2, 1 P-5, 1 P-4, 1 P-3, 2 GS (OL)) amounting to $1,088,400, as well as non-post resources of $690,300, including $1,000 for hospitality and $244,600 for official travel. The Committee is of the view that the resources requested for hospitality should be accommodated from within the overall level of resources provided in the proposed programme budget for the Department of Political Affairs. Furthermore, the Committee is also of the view that the Counter-Terrorism Implementation Task Force should exercise a high degree of prudence in the use of resources related to official travel.

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4. **The Advisory Committee recommends that the Fifth Committee inform the General Assembly that, should it adopt draft resolution A/64/L.27, there would be a need for an additional appropriation in the amount of $1,949,900 gross ($1,778,700 net) under section 3, Political affairs ($1,409,600), section 28D, Office of Central Support Services ($369,100) and section 35, Staff assessment ($171,200), to be offset by the same amount under Income section I, Income from staff assessment, of the proposed programme budget for the biennium 2010-2011. This would represent a charge against the contingency fund and, as such, would require appropriation for the biennium.**

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Programme budget for the biennium 2008-2009

Proposed programme budget for the biennium 2010-2011

Limited budgetary discretion

Nineteenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2010-2011

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on limited budgetary discretion (A/64/562). During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The General Assembly, in paragraph 11 of its resolution 60/246, recognized the need for limited discretion in budgetary implementation for the Secretary-General, within defined parameters, to be agreed by the Assembly along with clear accountability mechanisms to the Assembly for its use. The Assembly, in section III of its resolution 60/283, decided to authorize the Secretary-General, on an experimental basis, a limited discretion for budgetary implementation for the bienniums 2006-2007 and 2008-2009, to enter into commitments up to $20 million in each biennium for positions and non-post requirements for the purpose of meeting the evolving needs of the Organization in attaining it mandated programmes and activities. The Assembly decided that the authorization would be implemented in line with nine principles (see resolution 60/283, sect. III, paras. 8 (a)-(i)).

3. The Secretary-General proposes that the limited budgetary discretionary authority mechanism be continued as an established procedure, with the following three modifications (see A/64/562, paras. 17-20): (a) an increase in the amount of the limited budgetary discretion from $20 million to $30 million per biennium for the purpose of meeting the evolving needs of the Organization; (b) prior concurrence of the Advisory Committee for amounts exceeding $10 million per biennium, representing an increase from $6 million per biennium; and (c) a utilization of the authority for cross-cutting activities except, as decided by the General Assembly in section III, paragraph 8 (e), of its resolution 60/283, in

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instances calling for the implementation of decisions from "within existing resources".

4. The Advisory Committee recalls that the General Assembly requested that the comprehensive report of the Secretary-General on the implementation of the experiment of the limited budgetary discretionary mechanism include the following aspects (see resolution 60/283, sect. III, paras. 10 (a)-(d)):

(a) The utilization of the experiment during the course of the two bienniums;

(b) Implications, if any, for the human resources management policies and the Financial Regulations and Rules of the United Nations;

(c) The impact on programme delivery, as well as on the priorities of the Organization as set by Member States;

(d) The criteria used by the Secretary-General to define the evolving needs of the Organization.

5. The table below summarizes the Secretary-General's utilization of the limited budgetary discretion during the bienniums 2006-2007 and 2008-2009.

Utilization of the limited budgetary discretionary authority for 2006-2007 and 2008-2009

(In United States dollars)

Limited budgetary discretion used for [a]	*2006-2007* [b,c]	*2008-2009* [d]	*Total*
Avian influenza pandemic preparedness	5 300 000	—	5 300 000
Human influenza pandemic preparedness	—	8 556 100	8 556 100
Enterprise resource planning project	—	2 764 000	2 764 000
To address fire safety deficiencies at United Nations Headquarters	3 500 000	—	3 500 000
Total	**8 800 000**	**11 320 100**	**20 120 100**

[a] The requirements have been funded through the utilization of savings under various programme budget sections.

[b] No use of the limited budgetary discretion was made in 2006 (see A/64/562, para. 8).

[c] See A/64/562, para. 9.

[d] See A/64/545, para. 28, and resolution 63/262, sect. II, paras. 18-20.

6. The Advisory Committee points out that the following mechanisms exist, with specific conditions, to fund activities that had not been provided for in the programme budget:

(a) Under the terms of General Assembly resolution 62/239 on unforeseen and extraordinary expenses for the biennium 2008-2009, the Secretary-General is authorized, with prior concurrence of the Advisory Committee, to enter into commitments for: (i) amounts not exceeding a total of $8 million in one year relating to the maintenance of peace and security; (ii) such commitments as the President of the International Court of Justice certifies relating to Court expenses; and (iii) amounts not exceeding a total of $1 million for security measures;

(b) Under the terms of General Assembly resolution 41/213 and, most recently, resolution 63/266, the level of the contingency fund was approved by the General Assembly as 0.75 per cent of the preliminary estimate of the programme budget;

(c) Transfers between appropriations (financial regulation 5.6 and financial rule 105.1);

(d) Commitments against appropriations for future financial periods (financial regulation 5.7 and financial rule 105.2);

In addition, the Working Capital Fund can provide funds to finance mandated activities in advance of receipt of funding.

7. **The Advisory Committee regrets the late issuance of the report of the Secretary-General, approximately one week prior to the closure of the main part of the sixty-fourth session of the General Assembly. Furthermore, the report did not adequately respond to the request of the Assembly (see resolution 60/283, sect. III, paras. 10 (a)-(d)). The report lacked adequate justification and/or explanation to support the request of the Secretary-General.**

8. **The Advisory Committee regrets that only one of the four criteria requested by the General Assembly, namely information on the utilization of the experiment to-date, was fully addressed in the report of the Secretary-General. While the annex to the report sets out questions to be examined when considering the possible use of the limited discretionary authority, it does not clarify how these questions would affect a decision to employ it. The Committee recalls that the Assembly requested the Secretary-General to report on the criteria used to define the evolving needs of the Organization (see resolution 60/283, sect. III, para. 10 (d)).**

9. The Advisory Committee is of the opinion that the limited budgetary authority to the Secretary-General has been authorized by the General Assembly on an experimental basis and that its formal establishment as a mechanism, as requested by the Secretary-General, is a policy decision to be made by the Member States. In this context, but bearing in mind the shortcomings of the report of the Secretary-General, the Committee does not object to the continuation of the current arrangements for the exercising of the limited discretionary authority by the Secretary-General for the biennium 2010-2011. The Committee recommends that the Secretary-General be requested to submit a comprehensive report to the Assembly at its sixty-sixth session that fully addresses all of the requests made by the Assembly in section III, paragraphs 10 (a) to (d), of its resolution 60/283.

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Programme budget for the biennium 2008-2009

Proposed programme budget for the biennium 2010-2011

Revised estimates: effect of changes in rates of exchange and inflation

Twentieth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2010-2011

1. The Advisory Committee on Administrative and Budgetary Questions has considered the reports of the Secretary-General on the effect of changes in rates of exchange and inflation on the proposed programme budget for the biennium 2010-2011 (A/64/576) and on the proposed budgets of both the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia for the biennium 2010-2011 (A/64/570). During its consideration of the reports, the Committee met with representatives of the Secretary-General, who provided additional information.

Effect of changes in rates of exchange and inflation on the proposed programme budget for the biennium 2010-2011 (A/64/576)

2. The impact of the proposed recosting on the proposed programme budget for 2010-2011 is a decrease of $63,702,800 under the expenditure sections, from $5,207,159,600 (if the recommendations of the Advisory Committee were to be applied) to $5,143,456,800, and a decrease of $6,891,700 under income sections 1 to 3 of the proposed programme budget, from $570,080,900 (if the recommendations of the Committee were to be applied) to $563,189,200. The revised requirements under the expenditure sections of $5,143,456,800 reflect the combined effect of recommendations of the Advisory Committee in documents A/64/7[1] and Add.4, 6 and 8-10, which would result in additional requirements totalling $3,627,600; an increase of $47,214,200 resulting from revised exchange rate

[1] *Official Records of the General Assembly, Sixty-fourth Session, Supplement No. 7* (A/64/7).

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assumptions; and a reduction of $110,917,000 related to revised inflation assumptions.

3. The recosting described in the report of the Secretary-General on the effect of changes in rates of exchange and inflation (A/64/576) is based on the initial budget proposals of the Secretary-General, as well as the relevant addenda and revised estimates,[2] and amended in accordance with the recommendations of the Advisory Committee, using the data available as of December 2009. As noted in paragraph 4 of the report, the indicative inclusion of the effect of applying the recommendations of the Committee is provided without prejudice to decisions yet to be made by the General Assembly on those recommendations. Not included in the recosting estimate is the impact of the recommendations of the Committee on a number of reports of the Secretary-General[3] that were under consideration by the Committee at the time of preparation of the Secretary-General's report.

4. The Secretary-General's report provides details on the methodology used in the recosting of exchange-rate fluctuations and inflation (paras. 8, 9 and 12). As indicated in paragraph 2 of the report, consistent with the views of the Advisory Committee, the recosting exercise reflects such operational rates of exchange as would allow for the lowest estimates.

5. As indicated in paragraph 10 of the report, the estimated decrease in requirements of $110.9 million for inflation reflects lower requirements in respect of Professional salaries ($19.1 million), General Service salaries ($30.9 million), staff assessment ($12.3 million) and non-post objects of expenditure ($48.6 million).

Effect of changes in rates of exchange and inflation on the proposed budgets of both the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia for the biennium 2010-2011 (A/64/570)

6. The recosting reflected in the report of the Secretary-General on the effect of changes in rates of exchange and inflation on the proposed budgets of both the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia for the biennium 2010-2011 (A/64/570) reflects the impact of the latest data on actual inflation, the outcome of salary surveys, the annual cost-of-living adjustments, the movement of post adjustment indices in 2009 and the effect of the evolution of operational rates of exchange in 2009.

7. After recosting, the resource requirements for the two Tribunals for the biennium 2010-2011, as proposed by the Secretary-General and taking into account the recommendations of the Advisory Committee, would amount to $244,615,400

[2] Budget documents issued in fascicle form by section (A/64/6), as well as budget proposals in documents A/64/366, A/64/380, A/64/472, A/64/477, A/64/532, A/C.5/64/2, A/C.5/64/11, A/C.5/64/12 and A/C.5/64/13.

[3] Not included for consideration in the Secretary-General's report is the impact of the Committee's recommendations on: the addendum to sect. 34, Safety and security, of the proposed programme budget for the biennium 2010-2011 (A/64/6 (Sect. 34)/Add.1); revised estimates related to a strengthened and unified security management system for the United Nations (A/64/532); and statements of programme budget implications of draft resolutions (A/C.5/64/11, A/C.5/64/12 and A/C.5/64/13).

gross for the International Criminal Tribunal for Rwanda (an increase of $5,186,500) and $290,923,100 gross for the International Tribunal for the Former Yugoslavia (an increase of $16,783,000).

8. In the case of the International Criminal Tribunal for Rwanda, the estimated increase of $5,186,500 reflects the combined effect of a reduction of $995,400 due to revised exchange-rate assumptions and an increase of $6,181,900 for recosted inflation. For the International Tribunal for the Former Yugoslavia, the total increase of $16,783,000 reflects the combined effect of additional requirements of $18,181,500 due to revised exchange-rate assumptions and a reduction of $1,398,500 for recosted inflation.

9. As indicated in paragraph 2 of the report, consistent with the views of the Advisory Committee, the recosting exercise reflects such operational rates of exchange as would allow for the lowest estimates.

Conclusion

10. **The Advisory Committee finds no technical basis for objecting to the revised estimates of the Secretary-General arising from the recosting of the effect of changes in rates of exchange and inflation as reflected in his reports (A/64/576 and A/64/570) and, accordingly, transmits them to the General Assembly for consideration.**